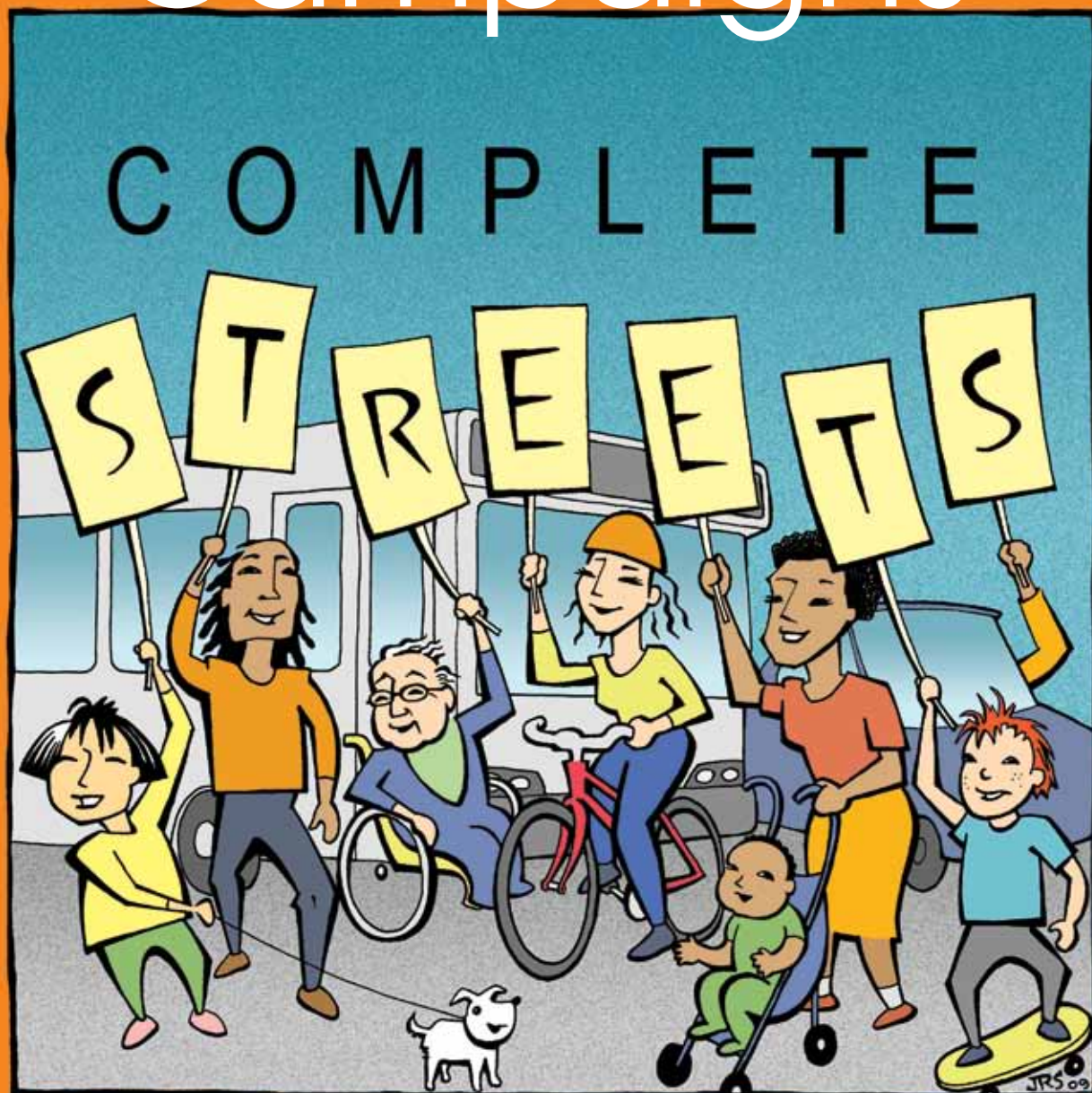


ALLIANCE FOR BIKING & WALKING GUIDE TO

Complete Streets Campaigns



Produced by Alliance for Biking & Walking | David Crites | Sue Knaup | Barbara McCann
Stefanie Seskin | Dave Snyder | Gayle Stallings | Kristen Steele



Guide to Complete Streets Campaigns

3rd Edition, April 2010

Produced by the Alliance for Biking & Walking

David Crites
Sue Knaup
Barbara McCann
Stefanie Seskin
Dave Snyder
Gayle Stallings
Kristen Steele

Cover Illustration by Jim Swanson

Authors:

David Crites
Sue Knaup
Barbara McCann
Stefanie Seskin
Dave Snyder
Gayle Stallings
Kristen Steele

Illustration:

Jim Swanson,
www.heckleandjive.com

Layout:

Kristen Steele
Emily Eisenhart

(1st Edition) Copyright © 2005 Thunderhead Alliance
(2nd Edition) © 2006
(3rd Edition) © 2010 Alliance for Biking & Walking
(formerly Thunderhead Alliance)

All rights reserved. Reproduction and/or further distribution of this *Guide to Complete Streets Campaigns* is allowed, and in fact encouraged, but only with proper credit to the Alliance for Biking & Walking.

www.PeoplePoweredMovement.org

Contents

Acknowledgments.....	2
Preface.....	4
Chapter 1: Introduction.....	5
Alliance for Biking & Walking.....	5
The Concept of Complete Streets and Complete the Streets Campaigns.....	6
Why Complete Streets Are Important.....	9
Using This Guide.....	10
Chapter 2: Complete Streets Policies.....	12
Introduction.....	12
Methodology.....	12
Policies (Model and "Paper" Policies).....	14
Existing Complete Streets Policies (table).....	15
Policy Issues.....	17
Examples of Complete Streets Policies and Guides (table).....	24
So, What Is a Good Policy?.....	25
The Policy Adoption Process.....	28
Recommendations on an Advocacy Approach.....	31
Chapter 3: Implementation.....	34
Complete Streets Implementation Issues.....	34
From Policy to Procedure.....	35
Making Change on the Ground.....	41
Chapter 4: Campaigns.....	42
Introduction.....	42
Model Campaigns.....	42
Alliance Campaign Planning Blueprint.....	43
First Step: Campaign Planning Meeting.....	45
Seven Elements of Successful Campaigns.....	46
Blueprint for Success.....	73
Chapter 5: Communications (A Toolkit).....	78
Introduction.....	78
The Basics for Using Complete Streets.....	78
Using Complete Streets in Everyday Communications.....	79
A Complete Streets Response to a Death or Injury.....	81
Using Complete Streets to Build Coalitions.....	84
From Vision to Victory.....	91
Appendices.....	92
A. Campaign Examples.....	92
B. Blueprint Worksheet.....	99
C. Complete Streets Survey Form.....	100
D. Policies Surveyed for 1st Edition.....	103
E. Policy Examples.....	107
F. Complete Streets Policy Checklist.....	112
G. Additional Resources.....	113

Acknowledgments

The Alliance's *Guide to Complete Streets Campaigns* was made possible with the responses from bicycle and pedestrian advocacy organization leaders, bicycle/pedestrian coordinators, and other public service staff from across the country. They took the time to fill out our complete streets survey and/or responded to telephone calls about their experiences with complete streets type policies and campaigns.

Thanks to these entities:

- Arizona Department of Transportation
- Bicycling for Louisville
- BicycleAccess—PA
- BikeWalk Virginia
- Bicycle Transportation Alliance
- California Department of Transportation
- Central Ohio Bicycle Advocacy Coalition
- Chris Morfas, Odyssey
- City of Boulder, Colorado
- City of DuPage, Illinois
- City of Fort Collins, Colorado
- City of Portland, Oregon
- City of Sacramento, California
- City of Santa Barbara, California
- City of St. Joseph, Missouri
- City of St. Petersburg, Florida
- City of West Palm Beach, Florida
- Consider Biking
- Florida Department of Transportation
- Knoxville Regional Transportation Planning Organization
- League of Illinois Bicyclists
- Marin County Bicycle Coalition
- North Carolina State University Institute for Transportation Research and Education
- National Complete Streets Coalition
- Northeast Ohio Areawide Coordinating Agency
- Oregon Department of Transportation
- Pednet
- Rhode Island Department of Transportation
- Sacramento Area Bicycle Advocates
- SANDAG
- San Diego County Bicycle Coalition
- South Carolina Department of Transportation
- Tennessee Department of Transportation
- Texas Bicycle Coalition
- Virginia Department of Transportation

Sincere thanks go out to the executive directors and staff at those organizations that we singled out for campaign examples. They patiently took our questions and phone calls and even proofed to make sure that we got it right. These are

- Ed Barsotti, League of Illinois Bicyclists
- John Gideon, Consider Biking
- Deb Hubsmith, Marin County Bicycle Coalition
- Robin Stallings, Texas Bicycle Coalition

Essential guidance and input came from the Alliance for Biking & Walking's Complete Streets Committee comprised of Randy Neufeld, Barb Culp, Dan Grunig, Noah Budnick, Eric Gilliland, and Sue Knaup.

Thanks also go out to Nancy Weaver, who assisted with some of the campaign research, writing, and documentation, and the Sierra Club that has wonderful publications related to environmental issues and grassroots campaigns that were an inspiration to us. One such publication, *How to Guide: Grassroots Organizing on Texas Water Issues*, produced by the Lone Star Chapter of the Sierra Club, provided some of the framework in creating the Alliance's Campaign Planning Blueprint.

The third edition owes a debt of gratitude to Stefanie Seskin of the National Complete Streets Coalition for a thorough review to ensure information in this *Guide* is current. Also thanks to Emily Eisenhart for early work on converting this *Guide* over to its new and improved format. Thanks to all the photographers and illustrators who lent their work and to *SmartMeme* for allowing us to add their campaign communications strategy resources to this new edition.

Earlier versions of this publication were made possible with support of Planet Bike and the National Bicycle Dealers Association.

This edition was made possible by the generous assistance of Planet Bike.

Preface

Complete streets have been a key issue for Alliance member organizations long before we even called them “complete streets.” As bicyclists and pedestrians, safety and access are our most basic rights. Most of the time, safety and access are also our most significant challenge with existing infrastructure. From the uninspiring call for “routine accommodation” sprung the vision of “complete streets,” and it is a movement sweeping the world.

The Alliance first published this *Guide* in 2005 and this is the second update. The sole purpose is to impart the experience of others to help you avoid the common hang-ups or pitfalls they have encountered. This *Guide* should be a big help, but certainly is no substitute for your local knowledge, community connections, and organizing ability.

As you work for complete streets in your community and state/province, we strongly encourage you to share news of your progress, lessons learned, etc., so that we can do an even better job assisting other advocates bringing complete streets to communities across North America.

We know the efforts of grassroots organizations are key to the passage and implementation of effective complete streets policies. The Alliance invested in this *Guide* to help you succeed in your complete streets campaigns. Our Online Resource Library (www.PeoplePoweredMovement.org/library) also has many additional materials that are worth exploring, and this key tool is constantly being updated.

We want to especially thank our partners and allies at the National Complete Streets Coalition who do amazing work everyday to help spread complete streets policies. The Alliance, our staff, and peer experts also stand ready to assist you in overcoming any obstacles you may encounter. Please don't hesitate to give us a call and we will do everything we can to help.

Here is to a bright future with complete streets around every corner!



Jeffrey Miller
President / CEO

1: Introduction

Alliance for Biking & Walking

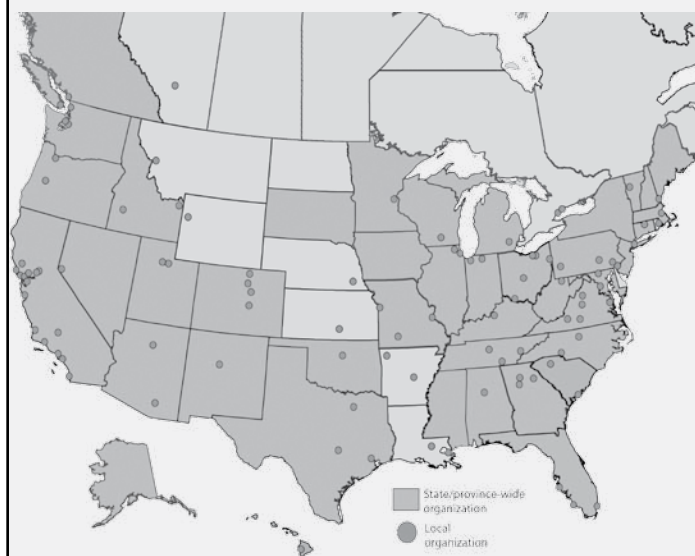
The Alliance for Biking & Walking is the North American coalition of grassroots bicycle and pedestrian advocacy organizations—160 strong in 49 states and 3 Canadian provinces. Alliance organizations employ more than 250 full-time staff and reach a combined dues-paying membership of more than 106,000 people. The Alliance’s mission is to unite these organizations, help strengthen them, and create new ones where they are most needed.

If you are a leader or potential leader of an Alliance organization, this *Guide to Complete Streets Campaigns* is written for you. If you are not a leader of such an organization, this *Guide* will be your window into the world of bringing positive change to communities through professional bicycle and pedestrian advocacy. Read as if you are a leader of an Alliance organization and bring these elements of this powerful transportation reform campaign to your own officials. Sometimes all it takes is one determined, professional voice. And make sure to connect with your Alliance organization on our member organizations page at: www.PeoplePoweredMovement.org/members.

This *Guide to Complete Streets Campaigns* is a road map to winning a complete streets policy in your jurisdiction. It is also a guide to effective community organizing. It is our hope that in winning a complete streets policy, Alliance organizations will also gain strength, increase partnerships, and make their communities better places to bike and walk.

Please note that this document cannot substitute for the Alliance’s on-call assistance or in-person campaign trainings. Alliance staff members are on call to assist advocacy leaders in organizational development and campaign issues. Through this document, we can help you find your unique path to creating a campaign that is just right for your unique situation. Once you’ve launched your campaign, we are here to help you along the way. Contact us anytime at www.PeoplePoweredMovement.org/contact.

Alliance Organizations as of April 2010



The Concept of Complete Streets and Complete Streets Campaigns

The Concept

Complete streets are thoroughfares that serve all users of all ages and abilities, including pedestrians, bicyclists, public transportation users and vehicles, motorists, freight, older adults, and people with disabilities. Complete streets allow all their users to travel along and across the roadway in a safe and welcoming way. As a champion of bicycling and walking issues, and as a bicyclist and pedestrian, you will acknowledge that the vast majority of the current North American transportation system is not comprised of complete streets. Many streets lack sidewalks, few accommodate bicyclists well, most encourage traffic to travel too close and fast, many don't have curb ramps at intersections or across driveways, and so on. We all know that these types of streets are less safe, less functional, and a hindrance to healthy, livable communities and people.

Complete streets is a phrase meant to take the older concept of "routine accommodation" to the next level. Doesn't it just sound better to you? The phrase is action-oriented and flexible. For example, imagine saying to a reporter that "we are completing the streets" or saying



Illustration courtesy of AARP, AARP 2007 Bulletin.

it mantra-style at a rally: “Complete the streets, complete the streets, complete the streets.” The phrase also conveys an important underlying message—that streets are not complete until they are designed, built or rebuilt, and operated in a manner that provides safe and reasonable travel for all modes. A street that does not provide for such passage is, by default, incomplete. The term “complete streets” is already popular in the United States. Using this term will make it easier for you to communicate the need for bicycle and pedestrian safety to elected officials, agency staff, and community leaders alike.

Why Take on Complete Streets?

Winning a complete streets policy and getting it implemented properly will benefit you in many ways. At the top of the list is the promise that you don’t have to fight for each and every street to be constructed or reconstructed appropriately and completely. Your organization can spend more time and resources on activities other than chasing every project, and will reap rewards for having done something proactive for your members and your community.

The broad appeal of a complete streets campaign may help you build more partnerships. You could gain clout too, if the organization is seen as capable of pulling off a big campaign in partnership with other organizations and decision makers. Finally, and a bit selfishly, you and



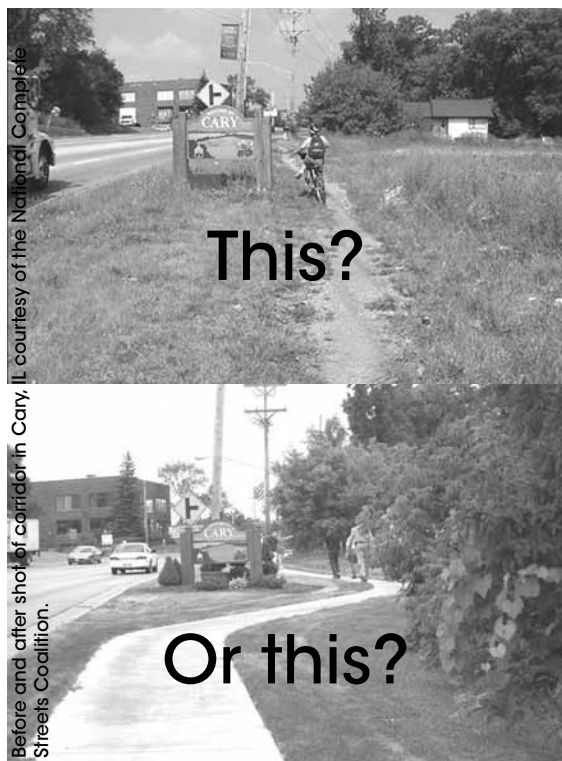
Illustration courtesy of AARP, AARP 2007 Bulletin.

your loved ones will gain since you are active participants in the transportation system.

Approaching Complete Streets

All that said, we currently have neither the definitive complete streets policy nor a simple “rubber stamp” campaign that will work in every community. Our extensive survey of complete streets type policies and outreach have so far yielded nearly 100 policies across the United States, with a wide range in type and degree. The majority of them are only a few years old with short or no track records, though some communities have seen significant change in that time. (See Chapter 2 for the complete list.) In January 2010, the American Planning Association released *Complete Streets: Best Policy and Implementation Practices*, which discusses the various success stories nationwide and includes model language for a variety of policy types. (Find it at www.planning.org/research/streets/).

On the campaign side, prior to the publishing of this *Guide* 2004, there were few campaigns seeking policies that would result in complete streets. However, there is plenty of history regarding successful advocacy campaigns. This *Guide* relates that history to campaigns for complete streets policies. We look forward to future updates of this *Guide* that will include a variety of powerful models for comprehensive complete streets policy campaigns. The first insight from successful campaigns is that your own knowledge of local and state politics, legislative processes, transportation agencies, communities, and resources will determine your best course of action.



Getting Started

Your own circumstances will best determine what kind of complete streets policy to pursue. There are at least seven types: legislative requirements of transportation agencies, legislative policy requirements on taxes that fund transportation projects, city council resolutions in support of complete streets, internal transportation agency policies, directives from elected officials like mayors and governors, comprehensive (or general) plans that include complete streets, and design guidelines that require complete streets. You may find that there is already a complete streets policy in place. If so, the policy may just need some

implementation assistance or refinement to make it more effective and successful. If not, ask your transportation officials about the possibility of getting a policy. A sympathetic and influential few could negate the need for a difficult campaign. At least you will get valuable information from these officials that could make your complete streets campaign a row much easier to hoe.

Be wary, however, of “poser” policies or policies that staff are never trained on and/or that are never implemented. Such poser policies make an agency or jurisdiction look good, but do little to improve conditions for all users of a thoroughfare or transportation network, sometimes even blocking these provisions. One of the most important findings of Alliance organizations throughout the years has been that policies can get approved, but without leadership, follow-up, and/or training, they will never hit the streets. Ensuring these policies are implemented is one of the most important roles of Alliance organizations.

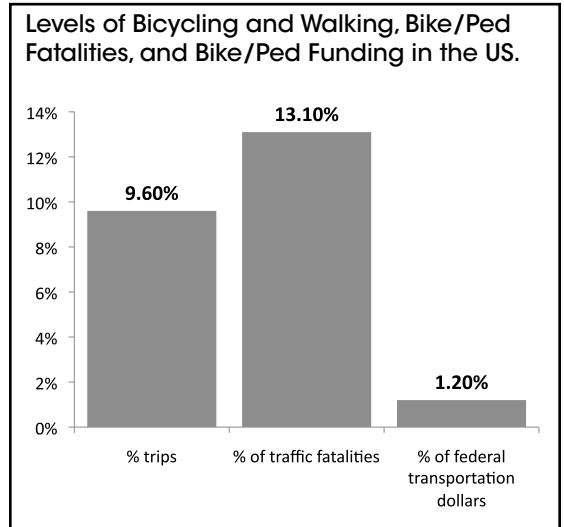
Should you end up bogged down with a complete streets campaign, try not to get stuck with nothing at the end. Get what you can and pass what you can pass. Then work to make it better during the implementation processes or by revisiting it at some point in the near future.

Why Complete Streets Are Important

Bottom line: Bicyclists and pedestrians are dying! Despite accounting for just 10 percent of all trips, bicyclists and pedestrians make up a full 13 percent of traffic deaths in the U.S. Yet most roadways are still being built with only cars and trucks in mind.

Most people can see that the majority of our streets are incomplete. What most either don’t recognize or don’t want to upset is the false concept that the primary use of our public streets is to move more cars and trucks faster. This concept originated in the 1950s with the push for our interstate highway system. Since then it has pushed right down to the community level, severing neighborhoods and destroying historic downtowns with its blind stampe to provide speedways.

The concepts of complete streets and complete streets policies challenge this paradigm and help shift everyone’s views about public rights-of-way and the function of our transportation networks. Complete streets concepts show clearly that our street systems are not just for moving more cars and trucks faster, but are the meeting spaces of our communities, for all to use.



Source: Kristen Steele. 2010. *Bicycling and Walking in the United States: 2010 Benchmarking Report*. Washington, DC: Alliance for Biking & Walking. Accessible at: <http://www.PeoplePoweredMovement.org/benchmarking>.



While complete streets are sought by bicyclist and pedestrian advocates, advocates for public transportation users, older adults, and people with disabilities are also vital partners. Complete streets are for everyone, and you, via your campaigns and implementation, will be able to help others and broaden your constituency.

Gaining a complete streets policy helps institutionalize multi-modal transportation planning. This furthers your bike/ped-friendlier-community goals by making sure that public transportation options are available and accessible to bicyclists, pedestrians, older adults, and people with disabilities. Winning a complete streets policy will also save you time and money since you won't have to dig in and fight on every public transportation improvement.

Using This Guide

You, as an advocacy leader, are one of the most important components in a complete streets campaign. You probably already have the ability, and, since you are taking the time to read this *Guide*, you will soon have some of the additional knowledge that can help you succeed.

The *Guide* is structured to:

- Give you a background on complete streets
- Present you with detailed information from existing and planned policies

- Suggest ways to help you implement a policy
- Provide you with a framework for a successful campaign
- Offer you a toolkit of complete streets communication materials

You can read this *Guide* straight through, but you will also find plenty of stand-alone material in each chapter. Chapter 2 builds from the Alliance Complete Streets Report, originally published in December of 2004, and covers what we know so far about existing complete streets policies. It includes recommended complete streets policies. We will expand this chapter in all future updates and hope to include your experiences. Chapter 4 offers advice on starting and carrying out a campaign. Three real advocacy campaigns illustrate the seven elements of campaign planning. Chapter 5 provides a communications toolkit with real examples to guide communications and coalition-building activities in your campaign. Lastly, the appendices include additional resources and valuable information that is referred to throughout this *Guide*.

Each advocacy organization brings to complete streets a set of unique experiences and expertise. Each agency or jurisdiction targeted for complete streets policies is also unique in many ways. While the combinations and variations of actions and outcomes could be seen as mind boggling, please read on and your campaign will soon take shape. If it becomes clear that your organization is not ready to pursue a complete streets policy (e.g., it may not be a wise choice for an all-volunteer organization to take on a multi-year state legislative campaign in a tough political climate), don't be discouraged or put this *Guide* on the shelf. Complete streets concepts can be used to effect change in your community with as little effort as using it in your everyday communications. What you will learn here on campaigns can also be transferred to just about any project/program you and your organization decide to tackle.

We hope this *Guide* provides you with the tools you need to succeed. As mentioned earlier, your experience will be invaluable to updates of this *Guide* so that more advocates can win complete streets policies for their communities. Your unique innovations and adaptations of these tools will take these campaigns to new heights.

2: Complete Streets Policies

Introduction

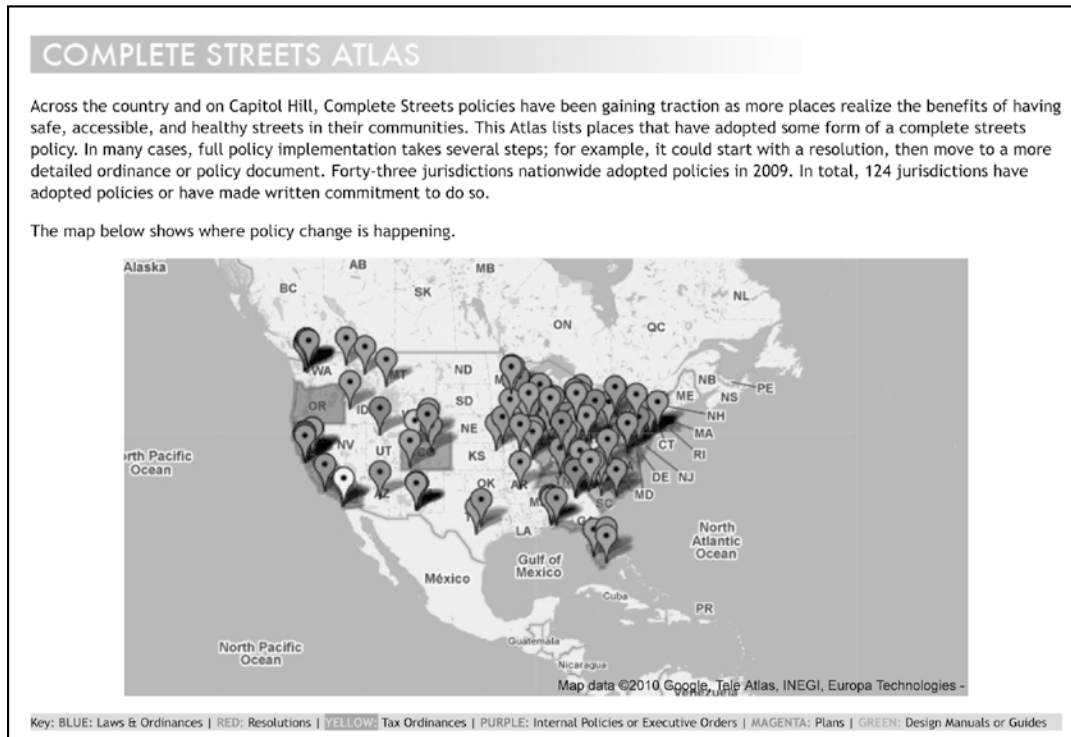
Complete streets policies represent a potentially powerful tool for you and your organization. They are the next step in transforming your streetscapes and your communities.

For this *Guide*, the Alliance invested in a national survey and analysis of complete streets policy statements, directives, legislation, resolutions, plans, ordinances, and design manuals that require routinely building and reconstructing streets to be safe and convenient for all users. This chapter summarizes the results of the inventory of jurisdictions with some form of complete streets policy and adds information about policies we learned about or which were adopted since the survey was completed in December 2004. It makes specific recommendations for creating effective complete streets policies and campaigns.

Methodology

This analysis of complete streets policies was derived from a survey sent to leaders of Alliance organizations and state and local bicycle-pedestrian coordinators throughout the United States (see Appendix C, page 100, for a copy of the survey form), as well as information informally collected on new and newly discovered policies. Respondents were self-selected, although an extra effort was made to get responses from jurisdictions where policies were known to be in place. The fact that responses came from both agency staff and Alliance leaders means that, in some cases, different perspectives are reflected for a single policy. The two-part survey concentrated on the characteristics of the policy and on the steps taken that led to its adoption.

The baseline criteria for inclusion of a policy discussed in this chapter included: (1) calling for routine accommodation of walking and bicycling as a requirement, not as an option, and (2) covering all roads under the jurisdictions' control (this excludes bike/ped plans that only call for accommodation on certain streets). There was no evaluation on the effectiveness of these policies on the ground. However, since the survey came out, the National Complete Streets Coalition, a collaborative effort of organizations working for complete streets (including the Alliance), has developed a standard for effective complete streets policies posted at: www.completestreets.org. (For a list of active Coalition



The National Complete Streets Coalition's Complete Streets Atlas lists places that have adopted some form of a complete streets policy. Check out the latest Atlas <http://www.completestreets.org/complete-streets-fundamentals/complete-streets-atlas/>.

organizations see page 84) Also, the Alliance has developed a Complete Streets Policy Checklist based on these recommended elements (see Appendix F, page 112) to help with evaluation of future policies. We have also become more familiar with what really works to create complete streets.

It should also be recognized that there is no perfect complete streets policy. Jurisdictions have taken a variety of different approaches, so these policies defy easy characterization. In addition, a policy that looks good on paper may have been essentially ignored within an agency, while a seemingly weak policy may have been implemented with gusto by local planners. We define a good complete streets policy as one that achieves a planning, design, and project development process that puts bicycling, walking, and public transportation on a par with motor vehicles. This chapter is the beginning of a learning curve, not a definitive account.

The Complete Streets Policy Checklist (Appendix F, page 112) still does not measure which policies are resulting in good outcomes on our roadways and in our communities. This will be an essential step for the future including performance measures. In addition, this analysis stops short of delving into the many design issues concerning completing the streets.

Policies (Model and “Paper” Policies)

Where are policies being adopted, and what form do they take?

Most existing complete streets policies are at the city level (53 total). Twenty states, twelve metropolitan planning organizations (MPOs), and eighteen counties have adopted policies. A chart of these policies, their form, and where they were adopted, is shown on the next page. A detailed analysis of many of these policies is provided in Appendix A of AARP’s “Planning Complete Streets for an Aging America,” available for free at www.aarp.org/research/housing-mobility/transportation/2009_02_streets.html.

We use the term “policies” loosely because they take many forms. At the state level, 10 states have passed legislation (California, Connecticut, Florida, Illinois, Hawaii, Maryland, Massachusetts, Oregon, Rhode Island, and Vermont). Two states have policies that were issued by their State Transportation Commissions (North and South Carolina). Five states have DOTs that have issued internal policies or directives (California, Kentucky, Pennsylvania, Tennessee, and Virginia). In Delaware, Governor Jack Markell signed a complete streets executive order. In Vermont, the DOT established a complete streets policy in a statewide bicycle and pedestrian plan, several years before it became law. The policies at the city, MPO, and county level include city and MPO plans, local resolutions and ordinances, tax ordinances, internal policies, and local design manuals. Some of the newer policies, like those from the Bloomington, Indiana, MPO and from Coeur d’Alene, Idaho, include a much more detailed policy guide for how complete streets can be envisioned and implemented locally.

Another way to analyze the policies is to look at the split between those achieved primarily through public or inherently political processes (interaction with elected officials or other political bodies) and those achieved through internal agency processes. Of the 102 policies, 57 are laws, resolutions, or ordinances and 45 are internal policies, plans, or design manuals. In several cases the internal agency-driven processes were greatly influenced by outside agents, particularly bicycle and/or pedestrian advisory groups. These policies may have also went through a public approval process. In addition, a comprehensive complete streets policy may take shape at several levels: first as a general policy statement in a resolution passed by an elective body, then fleshed out with administrative policies by the implementing agency.

Although we made our best attempt to assemble all existing complete streets policies, there are likely some that were missed. If your community or state has a policy in place fitting the description in this chapter, please email info@PeoplePoweredMovement.org. Thank you for your assistance.

Existing Complete Streets Policies

Policies Collected	State	County	Regional / MPO	City
Legislation / Ordinance	CA, CT, FL, IL, HI, MA, MD, OR, RI, VT	Montgomery County, MD San Francisco County, CA		Buffalo, NY Columbia, MO DeSoto, MO Ferguson, MO Honolulu, HI Issaquah, WA Kirkland, WA North Myrtle Beach, SC Redmond, WA Roanoke, VA Seattle, WA University Place, WA
Resolution	NC, SC	DuPage County, IL Erie County, NY Hennepin County, MN Jackson County, MI La Plata County, CO Lee County, FL Pierce County, WA	Bay Area, CA MPO (MTC) Jackson, MI MPO Las Cruces, NM MPO	Anderson, SC Binghamton, NY Cascade, IA Columbus, OH Des Moines, IA Fairfax, CA Greenville, SC Iowa City, IA Jackson, MI Mesilla, NM Miami, FL New Haven, CT North Little Rock, AR Novato, CA Sacramento, CA San Anselmo, CA Spartanburg, SC St. Paul, MN
Tax Ordinance		Sacramento County, CA San Diego County, CA		Seattle, WA
Internal Policy / Executive Order	CA, DE, KY, PA, TN, VA	Cobb County, GA Johnson County, IA Marin County, CA	Bloomington, IN MPO (BMCMP) Cleveland, OH MPO (NOACA) Columbus, OH MPO (MORPC) Wilmington, DE (WILMAPCO)	Coeur d'Alene, ID Chicago, IL Las Cruces, NM Philadelphia, PA Rochester, MN Salt Lake City, UT
Plans	VT	Arlington County, VA Louisville, KY Washtenaw County, MI	Austin, TX MPO Florida-Alabama TPO	Boulder, CO Champaign, IL Charlotte, NC Colorado Springs, CO Decatur, GA Fort Collins, CO New York City, NY Santa Barbara, CA West Palm Beach, FL Scottsdale, AZ Tacoma, WA
Design Manuals / Street Standards	MA	Louisville, KY	Madison, WI MPO St. Joseph, MO MPO St. Louis, MO MPO	Basalt, CO New York City, NY Sacramento, CA San Diego, CA
Total Policies	20	18	12	53
Adopted Since 1-2006	9	14	7	42

For more information, visit www.completestreets.org

(As of November 2009) Total Policies: 102 Total Jurisdictions with Policy: 96 Total Policies Since Jan. 2006: 71

It is encouraging to see that complete streets policies can be achieved in many different ways at different government levels. While the statewide policies would be expected to have the most widespread effect, they commonly affect only state-owned and state-maintained roads. Oregon's state law is an exception as it affects all roads, no matter the jurisdiction. Other state policies may influence local communities and lead to the creation of more local policies. In California, for example, Deputy Directive 64 seems to have spurred additional local action.

We have also discovered some complete streets policies that we call "paper policies" because they look good on paper but are not being implemented. Bringing these policies to light is important in helping Alliance leaders and agency officials begin to work on their full implementation. See Chapter 3, page 34, for more details.

When were policies adopted?

The move toward complete streets has been growing. Most have come about since 2001, and over two-thirds were adopted after January 2006.

What does the Federal Guidance policy say?

Because a number of state and local policies are based on statements in the USDOT Design Guidance, a review of that document is pertinent here (see Appendix F, Example 1, page 107, for the full Guidance text). Although the language in TEA-21, where it originated, fell short of requiring states to accommodate bicyclists and pedestrians, the subsequent Guidance recommends that each state make such accommodation routine. The policy states that:

...bicycle and pedestrian ways shall be established in new construction and reconstruction projects in all urbanized areas unless one or more of three conditions are met.

The USDOT Design Guidance also calls for paved shoulders on rural roads and designs that are accessible for disabled people. It recommends using the best currently available design standards and guidelines. In a more general discussion of the approach to implementation, it recommends rewriting design manuals to include safe bicycle and pedestrian facilities while applying engineering judgment to roadway design.

The USDOT Design Guidance lists additional steps that should be taken, including:

- Planning for the long-term anticipating future bicycle or pedestrian use,
- Addressing the need to cross roadways, and
- Requiring that exceptions be approved at a senior level and documented with supporting data.

With regard to exceptions, the Guidance lists three. They are where:

- The costs are excessive (defined as more than 20% of project costs),
- There is an absence of need (including future need), and
- Bicyclists or pedestrians are prohibited from traveling by law.

The Alliance has developed a list of ways to enhance this Guidance for use in developing new complete streets policies. See these recommendations later in this chapter.

This is in part a testament to the influence of the 2000 USDOT Design Guidance, “Accommodating Bicycle and Pedestrian Travel,” which was issued in response to language included in the Transportation Equity Act for the 21st Century (TEA-21). This Guidance is an important base for many complete streets policies. A few of the inventoried policies precede this era. For example, Oregon’s was enacted in 1971 and offers an opportunity to evaluate longer-term impacts of these policies.

What do the state and local policies say?

It is important to note that not all of the policies included in the survey use the term complete streets. Nonetheless most of these policies have great language setting out their vision. A few examples follow.

The Department views all transportation improvements as opportunities to improve safety, access, and mobility for all travelers in California and recognizes bicycle, pedestrian, and transit modes as integral elements of the transportation system.. (California Department of Transportation, Deputy Directive 64-R1)

This policy will ensure that the entire right-of-way is designed and operated to enable safe access for all users and that all transportation agencies participating in the BMCMPPO adhere to implementing the principles of inclusion in all transportation projects appropriate to the local context and needs. (Bloomington, IN MPO)

Footpaths and bicycle trails [bikeways and walkways] including curb cuts or ramps as part of the project, shall be provided wherever a highway, road, or street is being constructed, reconstructed, or relocated. (Oregon Statute 366.514)

This document outlines an approach to designing streets that are more “complete” in the sense of accomplishing all of the goals associated with the dominant form of public space in urban societies—our streets. ... Complete streets are those that adequately provide for all roadway users, including bicyclists, pedestrians, transit riders, and motorists, to the extent appropriate to the function and context of the street. (Sacramento, CA Best Practices for Complete Streets)

Policy Issues

Does the policy really require accommodation?

Many jurisdictions have plans and policies that express a desire to ensure the road serves all users. The most basic element of any complete

streets policy is that it ensures that roads are built with everyone in mind. In some cases, policies use the word “consideration.” For example,

Bicycle and pedestrian ways shall be given full consideration in the planning and development of transportation facilities, including the incorporation of such ways into state, regional, and local transportation plans and programs. (Florida Statute 335.065)

Recommendation

Use language to your advantage

Our RECOMMENDATION is that you use stronger “shall be established” or “shall be included” language instead of “consider.” These will, in effect, require accommodation to be a routine part of all road design and redesign.

This should raise a red flag for advocates, because “consideration,” in the words of one Alliance leader, can give agencies “tons of wiggle room.” The way to turn consideration into a more robust policy is to establish clear guidelines for what it means: filling out a checklist, getting approval of exceptions, etc. Better yet, avoid the terms “consider” and “consideration,” choosing instead stronger language such as “shall be included in every project.” And always be sure to read beyond the initial lofty statement. Even with strong language in the initial statement, some policies may not function as complete streets policies. For example, while Arizona has a policy that states “It is Arizona DOT’s policy to include provisions for bicycle travel in all new major construction and major reconstruction projects on the state highway system,” the many exceptions and restrictions that are listed just after this statement set up hurdles that make it clear that providing complete streets will occur only in special circumstances, not as a matter of course.

Exceptions

A more precise way to get at whether policies truly require complete streets is by looking at any specific exceptions and how those exceptions are handled. By setting a rigorous, formal process for approving exceptions, agencies can help ensure compliance. Some of the policies list specific exceptions, including:

- Excessive cost
- Absence of need
- Lack of right of way
- Ordinary maintenance activities (such as mowing or spot repairs)

Other exceptions specified in some policies are public safety, environmental considerations, project purpose and scope, low traffic volumes, and conflicts with local plans.

These exceptions go far beyond the USDOT Design Guidance, which lists three limited exceptions. As discussed previously in this chapter, these are:

- Excessive cost
- Absence of need
- Where bicyclists and pedestrians are prohibited

The USDOT Guidance defines excessive cost as more than 20% of project costs and specifies that need should be defined in terms of potential future pedestrian or bicycle travel (we all know about the potential for significant latent demand).

The Cost Misconception

A common misconception is that complete streets cost more to build than incomplete streets. In fact, the careful planning encouraged by complete streets policies helps jurisdictions find many effective measures that can be accomplished at little or no extra cost. For instance, a common street cross section serving only cars is a four-lane speedway with no shoulders, sidewalks, or intersection treatments for people. Using the same right-of-way width, this design can be reshaped into two narrower through lanes, one center turn lane, and bike lanes and sidewalks on both sides. By using less width for the most expensive elements—truck weight standard asphalt and subsurface—and adding less expensive sidewalks, this design, often referred to as a “road diet” when applied to existing roads, actually saves money. Not only that, this design has been proven to improve traffic flow and safety for motor vehicles by better controlling turning movements.

Many other complete streets designs offer similar cost savings. Complete streets policies ensure early multi-modal scoping, saving money by avoiding costly project delays and expensive retrofits in the future. You may even want to bring up the economic benefits of streets that attract visitors and offer access to more employees. On a project-by-project basis, any additional money spent is actually a long-term investment in the financial and physical health of the community. Be sure to address this misconception early in your campaign so that you can focus your valuable time on instituting a policy for your communi-



Rather than being removed in place of new technology, an old parking meter in Toronto, ON, is cheaply converted to bicycle parking. Photo courtesy of Gabriella

ties. (For resources and statistics on the economic benefits of complete streets, see www.PeoplePoweredMovement.org/library and select Research-Economics.)

When America Bikes, the coalition of eight national bicycle advocacy organizations, was seeking to place complete streets language in the new federal transportation law (during the reauthorization of TEA-21), costs seemed to be a primary issue with members of Congress. America Bikes collected statements from DOT officials who said that integrating bicycle and pedestrian provisions from the beginning should not significantly increase costs. Of course one of the beauties of a complete streets policy should be that bicycle and pedestrian facilities are no longer fighting for the small pie of funds specifically designated for bicycling and walking (such as Transportation Enhancements or Congestion Mitigation and Air Quality—CMAQ), but are simply part of general transportation spending.

In line with these statements, cost did not seem to be a primary implementation issue for survey respondents. A few respondents did note that once initial budgets are set, bicycle or pedestrian provisions can become almost impossible. Others noted that right-of-way acquisition can be the most expensive part of a road project, so wider roads with bike lanes may be a barrier. In such cases, reducing the number of travel lanes, mentioned above as a road diet, can complete the street at a cost savings.

It should be noted that the most common exception allowed is “excessive cost,” often set at 20 percent of the total project cost. Michael Ronkin, former Oregon DOT Bicycle and Pedestrian Program Manager, said it is important to be specific about what constitutes “total project cost” since many projects are broken down into smaller parts. Sidewalks may be a significant cost if the project is defined as paving of a one-mile road subsection, but may make up a smaller portion when the project is defined more broadly to include all improvements along the corridor. Several jurisdictions, including Seattle, have decided to forgo this indicator of excessive cost. This allows increased flexibility when implementing complete streets, so that a project at 21 percent additional cost is considered appropriate if its result is aligned with goals for the corridor.

Exceptions Approval Process

The next question is whether the policies require any formal approval when exceptions are made and all modes are not accommodated. The USDOT Guidance recommends that such exceptions should include documentation and require

Recommendation

Clearly state the exceptions

Our RECOMMENDATION to you is that if your policy includes an “excessive cost” exception, make sure that it clearly states the broadest scope of the project so that sub-section cost breakouts are not possible.

Recommendation

Choose policies wisely

Our RECOMMENDATION is that you should work for policies that have a limited set of exceptions, if any, and that require a formal approval process for each exception. Policies should reverse the current norm from having to justify accommodating all modes to having to justify NOT accommodating them.

approval from senior management. About half of all current policies require such formal justification. Alliance leaders and on-the-ground practitioners agree that a formal exemption process is valuable. One leader put it this way:

At least now the engineers have to file a formal “design exemption” outlining the reasons for not including bike or ped accommodation instead of just not doing it.

While a reluctant agency can still find ways to use exemptions and other language to exclude accommodation, the process gives advocates both leverage and the opportunity to work with and change the attitudes of reluctant engineers and planners. At the end of this chapter (page 24–26) there are further recommendations for crafting policy language, as well as examples of good language already in use.

Design Specifications

Another issue is how prescriptive the policies are with regard to actual street design. Some policies provide specific language on what types of accommodation should be undertaken (e.g., when and where to build bike lanes or add sidewalks with curb-and-gutter, etc.), usually when the policy is itself a design manual. Most of the documents are, instead, broad policy statements that refer to other guidelines or design manuals for design specifics. In some cases, jurisdictions have achieved complete streets by revising their standard street cross-sections to include other modes. The USDOT Guidance recommends that agencies should “design facilities to the best currently available standards and guidelines,” mentioning AASHTO and ITE standards.

What modes do the policies cover?

The ideal complete streets policy makes clear that roads must be built and reconstructed to serve all users including pedestrians, bicyclists, public transportation users, and travelers of all ages and abilities. While many of the existing 102 policies are that comprehensive, many do not discuss accommodations for older adults or those with disabilities. The USDOT Design Guidance makes specific reference to accommodating people with disabilities as follows:

The 1990 Americans with Disabilities Act, building on an earlier law requiring curb ramps in new, altered, and existing sidewalks, added impetus to improving conditions for sidewalk users. People

Recommendation

Tackle large goals before specifics

Our RECOMMENDATION is that you steer away from specifying design standards in your policy, especially in an initial complete streets policy campaign. The discussion of the intent (a commitment to build streets for all users) should be separated from the design discussion. As an advocate, your role is to push for the vision of complete streets. Getting bogged down in arguing about narrow specifications could be deadly to the overall effort.

Recommendation

Incorporate public transportation

Our RECOMMENDATION is that you seek complete street policies that incorporate public transportation and active living. Why? This is one of the most significant differences between “routine accommodation” and “complete streets.” If complete streets by definition provide safe travel for all users, and if part of the intent of pursuing complete streets is to build alliances beyond bicycle and pedestrian concerns, advocacy leaders seeking to build alliances in a broad complete streets campaign will need to amend the language to discuss other issues.

with disabilities rely on the pedestrian and public transportation infrastructure, and the links between them, for access and mobility. (USDOT Guidance)

Additionally, two-thirds of transportation planners and engineers have yet to begin addressing the specific needs of older adults; yet, by 2025, 64 million people will be over the age of 65.* A national poll of adults over the age of 50 found that nearly half felt unsafe crossing main roads near their homes*; this prevents many from walking, biking, or taking the bus. A recent AARP report, “Planning Complete Streets for an Aging America,” addresses these issues with specific recommendations for safer, more complete streets. It is available for free at www.aarp.org/research/housing-mobility/transportation/2009_02_streets.html.

More and more policies contain public transportation elements. (For an example, see San Francisco’s Transit First policy, Appendix E, Example 4). The Sacramento Transportation and Air Quality Collaborative’s Best Practices for Complete Streets includes a section on designing the road for transit users, noting that, *“The key design issue in planning for transit is the out-of-vehicle time (time spent waiting and time spent walking to and from the transit stop) which often plays a more important role in the decision to use transit than time spent in the vehicle itself.”* Essentially, planning for public transportation is planning for pedestrians, and even for bicycle users, as bikes-on-bus programs continue to expand.

The USDOT Design Guidance advocates this approach. In a section called “Rewrite the Manuals,” specific bicycle/pedestrian manuals are portrayed as an interim step toward a recommended total rewrite of general street de-

How do bicycle and pedestrian plans fit in to complete streets?

Complete streets policies are about integrating all modes of travel into a single design process. Many communities have adopted stand-alone bicycle and pedestrian plans and design manuals, which have helped create much of the progress we’ve seen in the last 20 years. However, these plans have often failed to result in true integration, and can even foster competition among modes. This was the case in Boulder, Colorado, which discovered that an integrated approach ended in competition between transit, bicycling, and pedestrian programs. Also, plans often only list specific streets for accommodation rather than all streets, as with complete streets policies.

*Lynott, Jana, Jessica Haase, Kristin Nelson, Amanda Taylor, Hannah Twaddell, Barbara McCann, and Edward Stollof. “Planning Complete Streets for an Aging America.” May 2009. AARP Public Policy Institute. Washington, DC. <http://assets.aarp.org/rgcenter/ppi/liv-com/2009-02-streets.pdf>.

sign manuals. At the same time, the Guidance also recommends allowing “engineering judgment” to guide decisions on a case-by-case basis. All of the examples given show circumstances in which *more* bike/ped accommodations should be made than those identified by design standards.

What roads are covered?

Almost all current policies cover only those roads that are under the direct responsibility of the agency in question. For example, many of the state DOT policies only cover state-owned roads. In the case of MPOs, they tend to cover roadway projects funded through MPO-disbursed funds (which are usually federal transportation dollars). Sales tax ordinances in Sacramento and San Diego counties and in the city of Seattle apply to all the projects funded under the ordinances. A few of the local policies are directed at developers building new subdivisions. Michael Ronkin, former Oregon DOT Bicycle and Pedestrian Program Manager, notes that the passive grammar of Oregon’s state law has helped ensure that it applies to every road. Oregon’s law says, “wherever a road is constructed” without referring to the agency responsible for building or maintaining it.

Funding

Most of the policies identified do not include specific funding provisions. The USDOT Design Guidance does not mention funding (except a suggested restriction on excessive cost). The notable exceptions are Oregon and Connecticut, each of which set aside 1 percent of state transportation funds for bicycling and walking facilities. More often, the policies make bicycle and pedestrian accommodation a prerequisite for funding that already exists. The MPO policies and the tax ordinances specify that funded projects must accommodate travel by alternative modes, usually foot and bicycle. The other policies usually assume that funding will come from standard sources. But, again, remember the misconception that complete streets always cost more. See more about this misconception earlier in this chapter (page 19).

One Alliance leader mentioned that their state’s restriction on spending gas-tax money only on roads may get in the way of local jurisdictions’ implementation on their new MPO policy. Thirty states have such a restriction on the books, but it is unclear whether they have actually prevented funding of bicycle and pedestrian projects.*

*A list of state restrictions can be found in the Brookings Institution report, *Fueling Transportation Finance: A Primer on the Gas Tax*, www.brookings.edu/es/urban/publications/gastax.htm.

Recommendation

Follow Oregon’s example

Our RECOMMENDATION is that you follow Oregon’s example, if possible, and keep your policy language nonspecific to responsible agencies.

Recommendation

Think through and identify funding

Our RECOMMENDATION is that you think through funding issues ahead of time and identify, if possible, a funding stream for those complete streets projects that will add costs. This, along with a strong message that complete streets often do not cost more than incomplete streets, will help you secure your policy.

Examples of Complete Streets Policies and Guides

Policy	State	Level	Policy Type	Key Phrase	Adoption or Action Date
Public Act 095-0665	HI	State	Legislation	"The department of transportation and the county transportation departments shall adopt a complete streets policy that seeks to reasonably accommodate convenient access and mobility for all users of the public highways...including pedestrians, bicyclists, transit users, motorists, and persons of all ages and abilities."	05/06/09
Oregon Revised Statute 366.514	OR	State	Legislation	"Footpaths and bicycle trails, including curb cuts or ramps as part of the project, shall be provided wherever a highway, road or street is being constructed, reconstructed or relocated." Requires minimum spending of 1 percent of city/county highway funds.	01/01/71
Caltrans Deputy Directive 64	CA	State	Internal Policy	"The intent of this directive is to ensure that travelers of all ages and abilities can move safely and efficiently along and across a network of complete streets."	10/03/08
MA Project Development and Design Guide	MA	State	Design Manual	"...the roadway system of the Commonwealth should safely accommodate all users of the public right-of-way including: pedestrians, (including people requiring mobility aids);... bicyclists; drivers and passengers of transit vehicles, trucks, automobiles and motorcycles."	01/01/06
Policy for Integrating Bicycle and Pedestrian Accommodations	VA	State	Internal Policy	"The Virginia DOT will initiate all highway construction projects with the presumption that the projects shall accommodate bicycling and walking."	03/18/04
Safe Streets for Chicago	IL	City	Internal Policy	"The safety and convenience of all users of the transportation system including pedestrians, bicyclists, transit users, freight, and motor vehicle drivers shall be accommodated and balanced in all types of transportation and development projects and through all phases of a project so that even the most vulnerable – children, elderly and persons with disabilities – can travel safely within the public right of way."	10/10/06
Charlotte Urban Street Design Guidelines	NC	City	Plan	"The Guidelines will allow us to provide better streets throughout Charlotte...that will provide more capacity and safe and comfortable travel for motorists, pedestrians, bicyclists, and transit riders."	10/22/07
Decatur Community Transportation Plan	GA	City	Plan	"...CTP employs a Complete Streets philosophy that defines the street by more than just its mobility and accessibility functions, but by its role as a critical community character shaper."	04/07/08
Seattle City Council Complete Streets Ordinance	WA	City	Ordinance	"An ordinance relating to Seattle's Complete Streets policy, stating guiding principles and practices so that transportation improvements are planned, designed and constructed to encourage walking, bicycling, and transit use while promoting safe operations for all users."	04/30/07
Coeur d'Alene Resolution 09-021	ID	City	Resolution	"Streets, bridges, and transit stops with Coeur d'Alene should be designed, constructed, operated, and maintained so that pedestrians, bicyclists, transit riders, motorists, and people with disabilities can travel safely and independently."	05/05/09

Table provided courtesy of the National Complete Streets Coalition. For more information visit www.completestreets.org.

So, What Is a Good Policy?

All of this discussion makes complete streets policies seem pretty complex. To simplify things, we tried to distill the elements that do the most to contribute to that change in agency culture. They include: inclusion of as many modes as possible; a process that requires any exceptions to be approved at a higher level; and a clear definition of those exceptions. The table on page 24 highlights those policies that have been helpful as models.

Overall Recommendations for Policy Development

First, here are some concluding policy observations:

- Policies take many forms and have been adopted at all levels of government, with adoption accelerating in recent years.
- Policies vary in how strict they are in requiring accommodation. Some have set specific exceptions. Most policies do not give design specifications. Despite imperfections, Alliance leaders see policies as providing important leverage for their efforts.
- Most policies focus almost exclusively on bicycling and/or walking and do not significantly discuss public transportation users, people with disabilities, or older adults.
- Implementation issues are significant; the work does not end with policy adoption.
- No policies include effective performance measures, and little data is being collected on how well they are working. We recommend including these elements specified in the “Policy Elements” section of the complete streets web site: www.completestreets.org.

Elements of Complete Streets Policies

An ideal complete streets policy:

- Includes a vision for how and why the community wants to complete its streets
- Specifies that “all users” includes pedestrians, bicyclists, transit passengers, trucks, buses, and automobiles
- Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes
- Is adoptable by all agencies to cover all roads
- Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right of way
- Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions

- Directs the use of the latest and best design standards while recognizing the need for flexibility in balancing user needs
- Directs that complete streets solutions will complement the context of the community
- Establishes performance standards with measurable outcomes
- Includes specific next steps for implementation of the policy such as developing new design guidelines, instituting better ways to measure performance, or offering new training opportunities for planners and engineers

Sample Policies

Many Alliance leaders and agencies have asked for sample complete streets policy language. Such samples are difficult to craft, as every jurisdiction has unique needs. A solid complete streets policy should:

- Require accommodation as a routine part of all road design
- Set a clear procedure for specific exceptions that requires formal, high-level approval
- Direct agencies to use the best available design standards and guidelines



This photo from San Francisco illustrates the variety of road users which a complete street accommodates: pedestrians, (bicyclists not shown), transit vehicles and users, and motorists. Photo courtesy of Jenni Duncan.

For more details, see “Elements of Complete Streets Policies” (above, and on www.completestreets.org). Links to a variety of existing policies can be found in the appendices of this *Guide* and on www.completestreets.org. Finding a nearby policy by can be an effective starting point. Also see the Complete Streets Policy Checklist (Appendix F, page 112). The January 2010 report, *Complete Streets: Best Policy and Implementation Practices*, published by the American Planning Association, features a variety of model policies, from resolutions to comprehensive plan language and legislation.

Starting with the USDOT Design Guidance

Since 2000, most of the strong complete streets policies have been modeled after the USDOT Design Guidance, Accommodating Bicycle and Pedestrian Travel (see Appendix E, Example 1, page 107), which includes a solid policy statement. This statement can be, and has been, adapted for a number of different formats and holds credibility with transportation agencies. Here are some ways it can be improved upon.

- Add a compelling case statement at the top. See Appendix E, Example 2 (page 108), the introductory text to the Bloomington/Monroe County MPO Complete Streets Policy.
- Make sure you use stronger “shall be established” or “shall be included” language. Do not allow your agency, as some have done, to borrow the weaker points and very weak “consider” language from TEA-21.
- Look at eliminating an exemption for excessive cost, or specify that the percentage covers the entire project, as opposed to a single road segment. Twenty percent, the oft-used figure for excessive cost, has been disputed in some cases.
- Elevate two important points that are somewhat buried in item 4 of the USDOT Design Guidance, that
 - “Scarcity of need” should be considered in terms of future, rather than current, use.
 - Exceptions should be approved at “a senior level” and build on this by requiring the agency to justify not accommodating bicyclists and pedestrians through a detailed, documented process.
- Add language to clarify the need to accommodate public transportation vehicles, public transportation users, older adults, and people with disabilities. To date, only a few policies include the latter two groups.
- Consider adding language on measurement of progress toward creating complete streets.

Advocates looking for a more general resolution on complete streets may consider the St. Paul, MN, resolution (Appendix E, Example 3, page 109).

The Policy Adoption Process

This section shares the experience of some engaged in campaigns to get complete streets policies adopted in their communities, as well as some information about how some existing policies came to be. This is a supplement to the step-by-step campaign planning information in Chapter 4, page 42; don't skip those important steps!

At least 20 state and local complete streets campaigns were under way through Alliance organizations when this *Guide* was first written. Three of these offer interesting insight into the process.

League of Illinois Bicyclists Statewide Campaign

The League of Illinois Bicyclists (LIB) has been working for several years for a complete streets policy, and in the fall of 2007 the state legislature overrode a gubernatorial veto to enact SB 314, a complete streets bill. Ed Barsotti, Executive Director of LIB, recommends first going to the agency in question and asking for the policy. This helps build a relationship with the agency that ultimately has to implement the changes—even if they say no at first.

After IDOT was not responsive, LIB worked with state legislators to submit a bill based on the federal design guidance. LIB asked for and received support from two statewide disability advocacy groups, the Illinois Public Health Association, and the Illinois PTA. LIB promised to do the legwork, but they expected to expand their work with these groups in the future. In the State Senate, LIB had to cope with a DOT analysis that overestimated the cost of implementation. Despite this, the bill passed with a comfortable margin in the spring of 2005. However, it became hung up in the House due to factors unrelated to its content.

The next step was to enlist the help of the governor's office. After months of trying, a number of advocates were able to meet with one of the governor's staffers. At this meeting, Ed and others presented the case for complete streets, with a heavy emphasis on safety—a strong interest of the governor. The presentation relied heavily on photographs of recently constructed projects with no bicycle or pedestrian facilities. They told the story of a bridge in Cary, Illinois, which crosses the Fox River and had no accommodations for nonmotorists. Within three years, three teenagers died trying to cross the bridge by foot or bicycle: one bicyclist using the road's median, one teen crossing a railroad trestle who

Expert's Advice

Get visual!

"I wish we'd done a more visual presentation from the start, when we first met with DOT officials. At the early DOT meetings we went through policies and specified needed changes. But it seems more effective to go out and find recently built, inadequate projects, take pictures, and then specify the policies that allowed them to be built that way."

—Ed Barsotti
League of Illinois Bicyclists

was hit by a train, and one teen who drowned trying to cross the river. These stories proved very effective in getting the staffer on their side.

The new Illinois law requires the Illinois DOT to include safe bicycling and walking facilities in all projects in urbanized areas, and has been in effect for project planning and construction since August 2008. Illinois was the first state to adopt complete streets into law since the complete streets movement began in 2003. While Governor Blagojevich had used an amendatory veto to gut AB 314, in special session both houses voted to override, the Senate unanimously (October 5) and the House by 109 to 3 (October 10).

Bicycle Alliance of Washington Local and Statewide Campaigns

The Bicycle Alliance of Washington (BAW) has been pursuing complete streets policies at both the state and local level. For the city of Seattle, the BAW countered initial resistance by putting together a “design collaborative” to document and then discuss the deficiencies in the bike network. Teams of volunteer cyclists were assigned to go out and document conditions. Their findings were shared at a special, televised design collaborative meeting with City Council members. BAW’s efforts created a process and put important information in front of council members. While the final policy is stalled because of city politics, executive director Barbara Culp believes success is coming. She credits the collaborative approach between city officials, city transportation professionals, and bicycle advocates.

At the state level, BAW is pursuing an internal policy, and has been working with potential allies at all levels—elected officials, agency decision makers, bicycle club members, and advocates. Culp says they have encountered little opposition, but persistence has been important.

Bicycle Colorado Statewide Campaign

Bicycle Colorado has been talking about complete streets in every meeting, fundraiser, and email to show allies and potential allies they have a vision, a solution, and a plan to make a statewide complete streets policy a reality. They have had the idea brought up in committee meetings of the state legislature as a way to explore the best mechanism for getting it enacted. But before they began to push hard, they worked to build a coalition of advocates for transportation alternatives—eniors, public health, and other community groups—to present a broad grassroots campaign.

Expert’s Advice

Gear up for the long haul

“Acknowledge that it’s going to take twice as long as you imagined.”

—Barbara Culp
Bicycle Alliance of Washington

“Be prepared for a multi-year campaign. Complete streets is an idea that takes a little while to comprehend and buy into.”

—Dan Grunig
Bicycle Colorado

How Existing Policies Came to Be

The survey of complete streets policies included questions about how the policies came about. While the questions on the survey did not ask for a full history of the effort, in five cases, bicycle and pedestrian advocacy organizations were credited with making the original push for the policies. In two instances, a bicycle or pedestrian advisory committee is credited with originating the idea.

Bicycle advocates and legislators urged the California DOT to adopt the USDOT Policy Statement on Integrating Bicycling and Walking into Transportation Infrastructure. The DOT preferred to develop its own policy. (California)

In many cases Alliance leaders worked on the policies through the official bicycle/pedestrian committee or advisory board. For the most part, the advocacy approach on these early wins was low-key, without a lot of broad public outreach. When asked about specific activities, the most common advocate activity was attending and arranging meetings with staff and officials, and participating in advisory boards or other official bodies. Six organizations mentioned working on writing or revising the actual policy language, with a few saying this was very valuable. Media-based public outreach tactics were mentioned by only two Alliance leaders in Virginia and Columbia, Missouri. Columbia developed an impressive set of materials as well as a broad list of allies in an effort that included media and public presentations.

This more internally focused campaign style is reflected in the allies named as part of the complete streets efforts. In the survey, six Alliance leaders mentioned internal allies at the agency adopting the policy. Only a few mentioned groups other than the usual bicycle and pedestrian allies.

Opposition

Seven respondents in the survey indicated public resistance, including landowner resistance to wider rights-of-way, worries about costs, and concerns about safety or appropriateness of accommodation. The most organized resistance appears to be in Santa Barbara, where their circulation element, in place since 1995, has inspired a website called Cars are Basic: www.carsarebasic.org/. Some respondents mentioned resistance from specific groups, including from

Recommendation

Build coalitions with natural allies

Our RECOMMENDATION is that you strengthen your organization by using complete streets to build coalitions with natural allies: public health groups, smart growth groups, public transportation groups, children or senior advocacy groups. See Chapters 4, page 52 and Chapter 5, page 84.

within the DOT, from the local congestion management association (which saw the move as competing for funds), and from the development industry (in those cases where the developers are responsible for providing the roads).

A few sample comments from the survey:

People from our Board and Transportation Advisory Committee (BAC), in particular, county engineers, were leery. They insist we need a map with lines on it so they know where they really have to put facilities. At this time, NOACA (Northeast Ohio Area-wide Coordinating Agency) doesn't have such a map and the BAC met recently to consider the idea and rejected it as inconsistent with our policy. (Cleveland MPO)

Opponents have argued that Florida DOT implementation is wasteful (i.e., that bicycle lanes are underused, relative to cost) or is unsafe—many members of the public feel that cyclists are more appropriately accommodated on separated paths. (Florida)

There is a fear that bike lanes would invite children and inappropriate users to particularly busy roads. (Illinois)

The good news is that in many cases the policies are not opposed, but may be resisted by planners or engineers mainly because they are not quite sure how to go about it. In South Carolina, initial resistance softened as the engineers applied themselves to the task of figuring out how to make accommodation. Alliance leaders can address this issue early by providing agency officials with options for training; contact the Association of Bicycle and Pedestrian Professionals for more information about specialized complete streets workshops (www.apbp.org/?page=Complete_Streets).

Recommendations on an Advocacy Approach

The ultimate aim in pursuing a complete streets campaign is to create a culture in which every street is built, modified, and maintained to be safe, comfortable, and inviting for all users. A complete streets policy will not, by itself, achieve

Recommendation

Be in tune with your opponents' concerns

Our RECOMMENDATION is to be alert to the concerns of opponents in your early outreach efforts and when possible, find ways to, directly address their concerns. See "Element 3 – Gauge Your Resources" in Chapter 4 for advice on opposition.

Alliance Leaders Testify

Keys to Policy Adoption Success

The survey asked Alliance leaders to summarize the roots of successful policy adoption in three key points. A few of their answers:

Columbus, OH:

1. Supportive, sympathetic staff at MPO.
2. Adoption of routine accommodation at rival MPO in northeast Ohio in fall of 2003, challenging leadership position of our MPO.
3. Threat to federal funding for local transportation projects if the Columbus, Ohio, MPO does not adopt a routine accommodation policy.

Columbia, MO:

1. Strong grassroots support.
2. Constantly positive image in the media (we never engaged in public criticism of anyone).
3. Working the media.

Bay Area:

1. Existence of DD64 [California statewide policy].
2. Supportive MTC [MPO] chairman who is a friend.
3. MTC (CA Bay Area MPO) prides itself on being progressive.

this goal. Agencies will be resistant; individual projects will be controversial; other priorities will prevail. It won't end the road battles that motivate so much advocacy work. Instead, the policy is best viewed as a vehicle for change.

The campaign for the policy is a way to educate decision makers and the public about prioritizing our streetscapes differently. The policy itself will give Alliance leaders important new leverage in pursuing better accommodations, both across the jurisdiction and in individual road battles. Most importantly, the policy will provide a way to push transportation agencies toward culture change. The process of re-writing design manuals or training transportation agency employees in implementation should be seen as an integral part of reaching the ultimate goal.

- Assess the strength of your organization and your political conditions before choosing whether to immediately pursue a strong policy or to work toward complete streets in stages.
- If you are looking for the most comprehensive policy, you might consider launching a campaign for a statewide law. To date, most states that have statewide legislation achieved them as part of wider reforms.
- If you are seeking "lower-hanging fruit," you might opt for a policy adopted through an administrative process at a friendly agency. Internal and local policies obtained through an administrative strategy have a clear record of adoption.
- You can also engage in more modest efforts to simply spread the concept of complete streets, laying the groundwork for a future policy campaign.

In a broader sense, consider complete streets as just one part of making communities better for bicycling and walking. Much of what encourages people to walk, bicycle, and use public transportation are the variety of destinations within a reasonable distance. Without land-use changes, sprawl will continue to erode the ability to walk and bicycle. Complete streets are a part of this mix because they are a way to make common cause with other organizations working for healthier, more livable communities that offer residents more choices and better access.

3: Implementation

Complete Streets Implementation Issues

Once a policy has been adopted, the hard work begins: effective implementation. Some existing policies identified in this *Guide* are no more than “paper policies.” They hold promise, but little or nothing has been done to implement them and integrate new practices into agency procedures. In some cases, few people even seem to know about them.

Your complete streets policy campaign will initially target a specific public policy decision by your legislature or transportation agency. It is important that throughout the campaign you keep your eye on your ultimate goal—major changes in the way all transportation decision-making is done to achieve a balanced multi-modal outcome.

For most transportation agencies, fully implementing complete streets will mean a fundamental shift in previous procedures and assumptions. Most agencies have focused on maximizing automobile throughput, and many engineers are trained primarily to achieve this goal. A shift that requires a broad assessment of the needs of all road users does not fit easily into this paradigm.

As with any bureaucracy, a transportation agency can have systemic inertia that is comprised of individual attitudes, long-standing habits and procedures, incomplete technical knowledge, and entrenched relationships. Any broad policy change at the top will travel a long road with many smaller policy and procedural changes along the way. The motivation of agency leadership to implement this policy will make a big difference. The way the initial policy came about also makes a big difference. If a complete streets policy was forced on a recalcitrant



Photo courtesy of Eduardo Green Short. Available at www.PeoplePoweredMovement.org/photos

agency, the battle for implementation will probably be long. If the legislative or policy campaign was used to get agency officials to see value in the policy, implementation will probably be easier.

When creating your complete streets campaign, consider the implementation part of the campaign. They range from the avoidance of turning a policy document into effective procedures, to the misconceptions of costs, to standard agency resistance. Some agency implementers will claim that they are not aware of the policies or that there is no agreement on what the policies mean. In this chapter, we will focus on working with your agency to set up an effective implementation procedure.

Keep in mind that once the policy and procedures are in place, your organization will likely find itself fighting some familiar battles over transportation projects. It might help to think of a solid complete streets policy not as the complete solution, but as an important step in changing local transportation culture. How can you make that tool most effective?

Recommendation

Understand that there will be barriers

Our RECOMMENDATION is that you simply understand that there will be some barriers. You will need to stay involved, and even help, in the initial implementation stages and then check back periodically.

From Policy to Procedure

An effective, well-designed complete streets policy should prompt the following internal agency changes.

- Restructuring procedures to favor multi-modal planning
- Rewriting or updating design manuals
- Offering new training opportunities for planners

Alliance Leaders Testify

Common Barriers to Implementation

In the survey, respondents identified a number of barriers to implementation:

- Agency implementers were not aware of the policies or could not agree on what they mean.
- No steps were established to move toward implementation, including a failure to choose or create design standards.
- Increasing the width of a right-of-way proved difficult, particularly in infill areas.
- Facilities were not included in initial budgets.
- MPO did not give input into design.
- State DOT was resistant in working with a local jurisdiction.
- It was difficult to ensure that development agreements for specific projects included complete streets, since governments are often reluctant to make such requirements of developers (note that even when such requirements come into existence, many developers will then work hard at seeking exceptions).
- Agency or public lacked resolve or held a bias against bike lanes.
- General resistance to the changes, particularly those that increased road width, was a barrier.

and engineers

- Establishing new measures to track outcomes (there is the possibility that they may not be tracking any outcomes now)

Your influence over this internal process may be formal, through an advisory committee, or informal, through your relationships with agency staff. Respect the agency's process and try to position yourself as a resource. You may be able to increase the credibility of your suggestions by referring to experience at other agencies and the recommendations made in the USDOT Design Guidance (Appendix E, Example 1, page 107).

Your ongoing relationship with the legislators and elected officials that led to the initial policy change is a key to your influence on the agency. You will build respect and influence if you are seen as the one who communicates progress, or lack of progress, back to voters. Your strong relationship with and handling of the media also impacts your influence on an agency and with legislators and elected officials.

Restructuring Procedures

Some agencies will see a complete streets policy as an opportunity to take a whole new approach to transportation planning, moving away from the traditional focus on volume-to-capacity ratios and level of service determinations. Charlotte, North Carolina, in an effort to turn their paper policy into a model, is instituting a new six-step planning process that begins by establishing the land use and transportation context of the project, identifying gaps and deficiencies in the network for all users, and then engaging in a clear process to meet the challenge of balancing the needs of all users. Boulder, Colorado, has also developed a planning process to conduct an initial evaluation of the needs of all users. Advocacy leaders can make agencies aware of these opportunities to create fundamental change.

Other agencies will prefer to look for ways to adjust their existing procedures to remind them to take other users into account when working on projects. They may create checklists or similar tools. (See the following pages for a sample checklist from the San Francisco, CA, MTA.)

Agencies must also establish a formal procedure for handling any exceptions that may have been included in the policy. This procedure must include high-level sign-off on a compliance document (as stated in the USDOT Design Guidance). Any exceptions should be kept on record and publicly available.

Rewriting or Updating Design Manuals

Note that the USDOT Guidance encourages a rewrite of the primary design manual and it suggests the creation of separate bicycle-pedestrian manuals as an interim step. A number of jurisdictions have created new design manuals that your agency can use as a model. The Trans-

Sample Complete Streets Checklist (Page 1)

from San Francisco Municipal Transportation Agency



ROUTINE ACCOMMODATION CHECKLIST

Project title:
 County:
 Jurisdiction/agency:
 Project location:
 Contact name:
 Contact phone:
 Contact e-mail:

Preamble

Recent federal, state and regional policies call for the routine consideration of bicyclists and pedestrians in the planning, design and construction of all transportation projects. These policies—known as “Routine Accommodation” guidelines—are included in the federal surface transportation act (SAFETEA-LU), Caltrans Deputy Directive 64, and MTC Resolution 3765, which calls for the creation of this checklist.

In accordance with MTC Resolution 3765, agencies applying for regional transportation funds must complete this checklist to document how the needs of bicyclists *and* pedestrians were considered in the process of planning and/or designing the project for which funds are being requested. For projects that do not accommodate bicyclists *and* pedestrians, project sponsors must document why not. According to the resolution, the checklist is intended for use on projects at their earliest conception or design phase.

This guidance pertains to transportation projects that could in any way impact bicycle and/or pedestrian use, whether or not the proposed project is designed to accommodate either or both modes. Projects that do not affect the public right-of-way, such as bus-washers and emergency communications equipment, are exempt from completing the checklist.

I. Existing Conditions

1 PROJECT AREA

- a. What accommodations for bicycles and pedestrians are included on the current facility and on facilities that it intersects or crosses?

- b. If there are no existing pedestrian or bicycle facilities, how far from the proposed project are the closest parallel bikeways and walkways?

- c. Please describe any particular pedestrian or bicycle uses or needs along the project corridor which you have observed or of which you have been informed.

- d. What existing challenges could the proposed project address for bicycle and pedestrian travel in the vicinity of the proposed project?

2 DEMAND

What trip generators (existing and future) are in the vicinity of the proposed project that might attract walking or bicycling customers, employees, students, visitors or others?

3 COLLISIONS

In the project design, have you considered collisions involving bicyclists and pedestrians along the route of the facility? If so, what resources have you consulted?

II. Plans, Policies and Process

4 PLANS

- a. Do any adopted plans call for the development of bicycle or pedestrian facilities on, crossing or adjacent to the proposed facility/project? If yes, list the applicable plan(s).

- b. Is the proposed project consistent with these plans?

5 POLICIES, DESIGN STANDARDS & GUIDELINES

- a. Are there any local, statewide or federal *policies* that call for incorporating bicycle and/or pedestrian facilities into this project? If so, have these policies been followed?

- b. If this project includes a bicycle and/or pedestrian facility, have all applicable *design standards* or *guidelines* been followed?

6 REVIEW

If there have been BPAC, stakeholder and/or public meetings at which the proposed project has been discussed, what comments have been made regarding bicycle and pedestrian accommodations?

III. The Project

7 PROJECT SCOPE

What accommodations, if any, are included for bicyclists and pedestrians in the proposed project design?

8 HINDERING BICYCLISTS/PEDESTRIANS

- a. Will the proposed project remove an existing bicycle or pedestrian facility or block or hinder bicycle or pedestrian movement? If yes, please describe situation in detail.

- b. If the proposed project does not incorporate both bicycle and pedestrian facilities, or if the proposed project would hinder bicycle or pedestrian travel, list reasons why the project is being proposed as designed.

- Cost (What would be the cost of the bicycle and/or pedestrian facility and the proportion of the total project cost?)

- Right-of-way (Did an analysis lead to this conclusion?)

- Other (Please explain.)

9 CONSTRUCTION PERIOD

How will access for bicyclists and pedestrians be maintained during project construction?

10 ONGOING MAINTENANCE

What agency will be responsible for ongoing maintenance of the facility and how will this be budgeted?

portation and Air Quality Collaborative in Sacramento, California is notable for developing “best practices” guides for bicycles, pedestrians, public transportation, and a separate “complete streets” best practices guide for putting them all together. Other agencies update their guidelines as they discover new best practices, whereas still others choose to dismiss internal guides in favor of using AASHTO’s Green Book.

Offering New Training Opportunities

The USDOT Design Guidance recommends “intensive re-tooling and retraining of transportation planners and engineers with the new information required to accommodate bicyclists and pedestrians.” Training has already been a valuable outcome of existing policies. For example, California’s Deputy Directive 64 inspired a series of trainings for engineers, and the Palmetto Cycling Coalition is working with the League of American Bicyclists to train South Carolina DOT personnel. You can help your agency connect with a number of organizations and consultants that offer bicycle and pedestrian training courses.

Alliance organizations can also offer assistance by helping organize trainings (make sure to charge market rate consulting fees) to educate agency employees on implementation issues. The Association of Pedestrian and Bicycle Professionals offers full-day workshops with national experts on complete streets policies, from creating a common understanding of what complete streets means locally to crafting a policy to implementation. You can find out more on APBP’s website: www.apbp.org/?page=Complete_Streets.

Establishing New Performance Measures

The best way to test these policies would be to look at what is happening on the ground. However, the most common answers to questions about outcomes in the survey were that it is just too soon to tell if the policies have succeeded, or that no records were being kept. Disappointingly, few localities are collecting any information about outcomes, whether you define those outcomes in terms of roads “completed,” increases in walking or bicycling, or decreases in crashes. Even in exemplary Oregon, statistics are few at the state level. Former Oregon DOT Bicycle and Pedestrian Program Manager Michael Ronkin observed that the state experienced a slight decline in bike/ped commuting from 1990 to 2000, but less than the rest of the country, and that crashes are lower than other Western states. He also observed that statistics are extraordinarily difficult to keep.

An evaluation of the actual effectiveness of complete streets policies has not yet occurred. More investigation is needed on the impact of these policies and how to make them work. In the survey for this *Guide*, Alliance leaders indicated that even if their policy was not well implemented, it provides additional leverage in advocacy efforts. For example:

Internal [CalTrans] allies have seized momentum created by DD-64 to institute a series of bike/ped design trainings for DOT planners and designers. (California)

Recommendation

Include metrics!

While few of the current complete streets policies have any sort of metrics, our RECOMMENDATION is that you try to get them included in yours. A very important element of future campaigns will be to include progress indicators or outcome measures, especially those that will easily plug into the Alliance's Benchmarking Project.

Very few existing policies make any serious attempt to measure new outcomes from the transportation planning process. In fact, most don't even require measuring such conventional outcomes as crash statistics. However, we need these types of measures to document change and to create accountability. Here are a few brief suggestions:

- A new measurement system was developed in Charlotte, North Carolina, to better calculate the multi-modal level of service (LOS) at signalized intersections. Details can be found at www.charmeck.org/departments/transportation/urban+street+design+guidelines.htm.
- A National Highway Cooperative Research Program project on multi-modal LOS was released in 2008 and will be included in the 2010 update of the Highway Capacity Manual. For details, please see www.trb.org/news/blurb_detail.asp?ID=9470. However, don't think that a measurement has to be complex.

Benchmarking for Success

The Alliance's U.S. Bicycling and Walking Benchmarking Project is an ongoing effort to collect and analyze data on bicycling and walking in all 50 states and at least the 50 most populated U.S. cities. The biennial report is designed to be a valuable tool in assessing the effectiveness of local efforts including the implementation of complete streets policies. For more information on the Alliance's Benchmarking Project, or to download the latest report, see: www.PeoplePoweredMovement.org/benchmarking.

"This 196-page tome is perhaps the most comprehensive report on all measurements related to bicycling and walking ever published in this country in one place. The report is truly amazing, and tracks an incredible amount of information and trends related to bicycling and walking in all 50 states and the 51 largest cities."

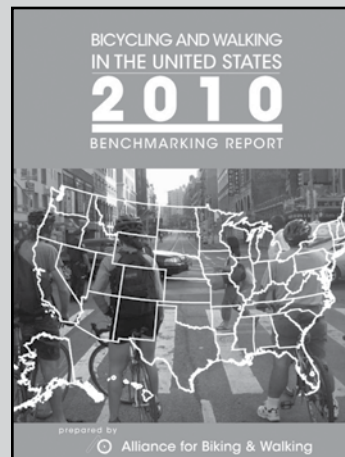
—David Hoffman, Marin County Bicycle Coalition

"...a great resource for those of us who are both advocates and practitioners."

—Mike Lydon CNU, Principal, The Street Plans Collaborative, NYC

"...an easy-to-read document that captures a lot of different information."

—Juana Sandoval, Associate Engineer, Mid-Ohio Regional Planning Commission



- The Alliance’s Benchmarking Project compares basic statistics about the bicycling, walking, and health environment and serves as a national measurement tool for all complete streets policies (see previous page for details).
- Another approach is to create performance goals oriented to the end user, such as, “Can every child safely walk or bicycle from their home to the neighborhood school?”

Staying in close contact while the agency is setting up procedures could make the difference between a good policy and one that does little to change the status quo. Be sure you have energy, time, and resources ready for this stage.

Advocates can influence the internal implementation process through a formal advisory committee, or through informal relationships with agency staff. Alliance leaders who respect the agency’s process can position themselves as a resource, helping bring agency officials’ attention to the growing number of documents available to help them implement complete streets.

Making Change on the Ground

Once procedures have been set, the next step is seeing the policy in practice. Continued challenges mentioned by survey respondents included budget issues in regard to projects already under way, right-of-way acquisition (or lack thereof, also regarding projects under way), public opposition, and tension between different agencies.

As a relatively new concept, we are still learning how to ensure that complete streets policies operate 100 percent effectively. In January 2010, the American Planning Association’s “Complete Streets: Best Policy and Implementation Practices” addresses the very issue of how policies are implemented across the country. As complete streets campaigns mature, Alliance leaders will play a vital role providing important insight on what does work to move policies from paper to pavement, and what does not.

More implementation ideas can be found in some of the complete streets policies listed in Appendix D, page 103.

4: Campaigns

Introduction

While this *Guide* focuses on complete streets campaigns, this chapter provides a blueprint for crafting and winning any kind of bicycle and/or pedestrian advocacy campaign. In each of the seven basic elements of successful campaigns, this chapter provides core principles of effective campaigning to help you make the right choices at the right time—the heart and art of strategic campaigning.

All campaigns revolve around the central idea of engaging people to create change. The best campaigns also build your organization on the way toward winning your campaign so that subsequent campaigns can tackle bigger and bigger issues.

Underlying the core principles for effective campaigns are some basic human truths. One is that while our campaigns are often about very serious matters, they can benefit from a sense of playfulness and humor. After all, what we are working to do is reduce the drudgery of auto dependence and increase bicycling and walking, decidedly more fun modes of transportation! As we work against the formidable opponents of inertia and the status quo, humor can help us have fun and be creative and flexible.

Model Campaigns

This chapter highlights three campaigns from different regions of the United States that illustrate the wide range of possible goals, strategies, and outcomes. (See Appendix A, page 92, for details of these campaigns from Marin County, California; Texas; and Columbus, Ohio.) Use these three campaigns as encouragement and as a creative starting point in developing the unique campaign that will flourish in your situation. Also remember that your campaign will provide inspiration for those who come after you (so please keep good notes!).

Overview of Model Campaigns

Marin County, California: The Marin County Bicycle Coalition worked for six years for a local transportation sales tax election item and finally won its placement and passage on their November 2004 ballot. Measure A, a half cent sales tax increase which will generate approximately \$331 million over the next 20 years, includes a complete streets policy, contains funding for bicycle and pedestrian enhancements in each of

their four key strategies to reduce congestion and improve transportation choices, and provides \$36 million for Safe Routes to School for Marin County.

Texas: The Texas Bicycle Coalition (TBC) passed statewide legislation in June 2001, establishing the Safe Routes to School Program administered by the Texas Department of Transportation. Upon the bill's passage, TBC entered phase two of the campaign where even more vigilance was needed to write the rules over the next year, and then to reignite the grassroots support to successfully demonstrate the need and demand for such a program when the first call for projects was announced in August 2002.

Columbus, Ohio: Consider Biking (formerly the Central Ohio Bicycle Advocacy Coalition) proved successful in their campaign to get the Mid-Ohio Regional Planning Commission (MORPC), a metropolitan planning organization (MPO) for the Columbus region, to adopt a complete streets resolution with detailed language requiring the routine accommodation of bicycles and pedestrians in the planning and design of all proposed transportation projects using MORPC-attributable federal funds. The entire process took almost 15 months, starting with the first letter to MORPC and ending with a signed resolution in July 2004.

So, you are all fired up about an issue in your local community, your region, or your state. What happens next?

Alliance Campaign Planning Blueprint

Successful campaigns are well thought out in advance and organized around a clear message and specific goal. The Alliance's **Seven Elements of Successful Campaigns** are the basis of our proven Winning Campaigns Training Curriculum and will help you "keep your eyes on the prize."*

1. **Issue Focus:** Includes how to determine what's an appropriate issue to organize around, and how to define it in crystal clear language so that everyone understands its importance.
2. **Organizational and Campaign Goals (Short-, Medium-, and Long-term):** Emphasizes clear goals, both for winning the campaign and just as importantly, building the organization.
3. **Resource Assessment:** Helps you plan a campaign appropriate to your organization's strengths and weaknesses.

* The Alliance's Campaign Planning Blueprint is adapted for bicycle and pedestrian advocacy organizations from similar campaign planning models developed by the Sierra Club, the Midwest Academy, and other environmental and social justice advocacy organizations.

Seven Elements of Campaign Planning



4. **Strategic Targets:** The key to staying focused; don't waste your time trying to persuade irrelevant parties.
5. **Communication:** Helps refine your communication strategy.
6. **Tactics and Timeline:** This is the "to-do list" of your campaign: which tactics will you employ and when.
7. **Resource Management:** Helps ensure your organization comes out of the campaign stronger financially than it began.

Much like building a house, creating a solid foundation for your campaign will pay off directly and indirectly in the years to come. Planning your campaign carefully reaps the following benefits:

- Your volunteers and allies can be patient, confident that the tasks and incremental victories during the campaign point to the eventual victory they are working toward.
- You'll be in the driver's seat, instead of reacting to others' moves.
- You'll be prepared to build your organization through your campaign.
- When you react to opportunities, you'll be more able to stay on message and more prepared to adjust your plan to effect victory and build your organization.

First Step: Campaign Planning Meeting

Before jumping in and starting, we strongly recommend you launch your campaign effort with a planning meeting. Invite key stakeholders, especially people who will lead various aspects of the campaign. At your meeting, you'll develop your campaign plan element by element. Use the Campaign Planning Workbook (available at www.PeoplePoweredMovement.org/library or by emailing us for a copy) to guide your planning. The next section of this *Guide* details the process for completing each element.

When you're finished with the Workbook, someone needs to distill the information onto the Campaign Blueprint (Appendix B and also available at PeoplePoweredMovement.org/library) for sharing with stakeholders. This written plan is your shared understanding of the campaign goals, messages, and strategy. It is easy to get sidetracked during a long and emotional campaign. The plan serves as a reminder to the whole team of your direction and focus for the length of the campaign—it is your blueprint for success!

Here's a checklist to help ensure your campaign planning meeting is a success:

- ❑ **Setting:** Find a quiet, comfortable space dedicated to this meeting without distractions such as cell phones or nonparticipants.
- ❑ **Supplies:** Have good-sized chalk or marker board or a way to mount large sheets of paper for recording proposals. Include large bright markers, and notepads and pencils for personal use.
- ❑ **Attendees:** Invite your board members and staff as well as key stakeholders in the potential campaign.
- ❑ **Time Frame:** Set aside 3 to 5 hours, either at once like a “retreat” or over two meetings. Always begin and end on time! This encourages focus and commitment.
- ❑ **Preparation:** Have handouts ready with background information on the campaign issues as well as the seven-step planning blueprint that you will be working with in the next part of this *Guide*. Copies of the workbook would be very useful. Also provide everyone with a list of each participant's phone and mail contact info.
- ❑ **Roles:** Use a designated facilitator, perhaps someone from outside the organization with experience managing organizations. Their job is to tactfully ensure that everyone has a chance to comment and to enforce the ground rules. Also designate a recorder who takes thorough notes of the discussion and perhaps a timekeeper to keep the meeting flowing smoothly so that all the topics can be addressed.

❑ **Rules:** Open the meeting with the facilitator establishing the ground rules. These might include the order in which discussion will occur, time limits on speaking, no interrupting, no repeating or rephrasing, and staying on topic.

Seven Elements of Successful Campaigns

In this section, we'll discuss each of the seven steps of the campaign planning process and show how the three model campaigns incorporated each of the elements.

Element 1 – Issue Focus: Selection & Definition

The first step is selecting your campaign issue. Then you must be able to define it clearly so that it can be expressed and understood in a sentence or two.

Selecting Your Issue. If your issue does not score well on the Alliance's Campaign Checklist on the next page, it's probably not a good issue for your organization. Seeing how well complete streets policy campaigns score on the checklist, you will understand why the Alliance prioritizes getting complete streets policies passed throughout North America.

As an exercise in defining your issue, the first step is to articulate the issue in clear concise language that a child can understand.

Issue Focus—Model Campaigns

Marin County, California: "Traffic is bad and getting worse. The public wants more places to walk and bike safely." They were also ready to hear about other solutions, especially since the efforts to pass the half-cent transportation sales tax had failed on three other attempts (in 1980, 1990, and 1998). The general public was ready to participate and give their input into how to fund transportation alternatives while considering the needs of bicyclists and pedestrians.

Texas: "Schoolchildren are not getting enough healthy exercise and traffic congestion around schools is burgeoning; safe biking and pedestrian facilities in and around schools which encourage self-reliant transportation will relieve both situations." The political climate was right and TBC had good model legislation borrowed from the successful passage of the California Bicycle Coalition and Surface Transportation Policy Project's Safe Routes to School program in 1999.

Four Essential Parts of Issue Definition:

1. Identify the problem.
2. Formulate the solution.
3. Illustrate how to implement the solution.
4. Show the various roles people can have in the solution.

Columbus, Ohio: “A review of the MORPC Transportation Improvement Plan (TIP) reveals almost none of the approved projects include accommodations for bicycling and walking, as required by federal transportation law and policy.” Consider Biking knew they could not wait another three years before MORPC unveiled a new TIP to begin to change bicycling policy.

Campaign Checklist

1. Does it align with model campaigns?	<input checked="" type="checkbox"/> <i>Yes, thanks to this Guide.</i>
2. Is it winnable?	<input checked="" type="checkbox"/> <i>Yes. Many communities already have complete streets policies.</i>
3. Will the campaign result in a definite and quantifiable improvement in the community (i.e., will it increase bicycling and/or walking and reduce crashes)?	<input checked="" type="checkbox"/> <i>Yes, complete streets policies result in permanent change, and benefit both walking and bicycling.</i>
4. Does it result in long-term improvements to the bicycle and pedestrian environment?	<input checked="" type="checkbox"/> <i>Yes, extremely! Physical improvements to the streets are definitely long-term, and complete streets policies accomplish long-term changes in planning as well.</i>
5. Enlists the involvement of important groups of people.	<input checked="" type="checkbox"/> <i>Yes. For example, groups like AARP, school safety groups, and public transportation advocates may all be important parts of a complete streets coalition.</i>
6. Does it fit your organization’s mission and culture? Does it unify and not divide your constituency?	<input checked="" type="checkbox"/> <i>Yes. All bicyclists, from recreational tourists to daily commuters, and all pedestrians would benefit from a complete streets policy. Providing safe streets for walking and bicycling is not controversial in any community.</i>
7. Involves your current members in a meaningful way.	<input checked="" type="checkbox"/> <i>Yes. Lobbying, bringing in coalition partners, researching data about the current state of incomplete streets are all ways in which current members can help the campaign meaningfully.</i>
8. Will it attract new members?	<input checked="" type="checkbox"/> <i>Yes. This is a sufficiently sweeping change to entice many people to join the organization leading the effort.</i>
9. The issue is both broad and deep: many people care about it and some are very passionate.	<input checked="" type="checkbox"/> <i>Absolutely. You will find ardent supporters among those who support smart and efficient government investments in sustainable transportation, and supporters across the entire social spectrum.</i>
10. Builds organization’s political power.	<input checked="" type="checkbox"/> <i>Yes, to a degree, depending on the type of complete streets policy. Policies achieved through quiet agreements at the staff level build less political power than policies achieved through legislative votes. Still, either type of policy builds important political power.</i>
11. Will leverage positive media and promotion of your organization.	<input checked="" type="checkbox"/> <i>Absolutely. Nobody wants an “incomplete” street, and everybody will appreciate a positive organization seeking to make sure our communities are safe and complete!</i>
12. Has strong income potential.	<input checked="" type="checkbox"/> <i>Yes to a degree. Members and donors are most likely to support complete streets policy campaigns if they understand how it will help them in their everyday life.</i>

Element 2 - Campaign Goals

Campaign goals can be subdivided into two categories: issue goals and organizational goals.

Issue Goals:

Specific tangible goals must be defined. What will victory look like? What will signal the end of the campaign? Some campaigns may last for years so it is important to have benchmark successes: short-, mid-, and long-term goals. Incremental progress toward the ultimate goal helps keep campaign workers upbeat and enthusiastic. Stay flexible and roll with the situation. Celebrate smaller victories while keeping the long-term goal in mind. Always have SMART goals and objectives: specific, measurable, achievable, realistic, and timebound.

Issue Goals—Model Campaigns

Marin County, California: Work bicycling and walking programs into each of the four strategies in the expenditure plan, and ensure all funded projects consider the needs of bicyclists and pedestrians. Overall goal: ensure the transportation sales tax includes a plan to increase mobility and reduce traffic congestion.

Texas: Phase I: Passage House Bill 2204 directing the Texas Department of Transportation to establish the Safe Routes to School Program.

Phase II: Create a groundswell of public demand on a statewide level, prior to the first call for projects announcement, and during the four-month application period.

Columbus, Ohio: Seek a resolution from the metropolitan planning organization to require routine accommodations of bicyclists and pedestrians in the planning and design of all proposed transportation projects using MORPC-attributable federal funds.

Organizational Goals:

Organizational goals will need to be developed to strengthen your organization over the course of a campaign. To be deemed a success, every campaign should leave the organization larger and stronger than when it began. As with issue goals, these should be written down, made accessible to all campaign leaders, and monitored throughout the campaign to be adjusted as necessary. Sample organizational goals might look like the following.

- Nurture two new leaders within the organization willing to take on specific responsibilities.
- Establish good working relationship with two new partners.
- Create a database of contacts at two local TV stations, three radio stations, three newspapers, and four magazines.

- Net \$10,000.
- Spend at least half of the campaign's time and effort reaching out to nonmembers.

As with issues, stay specific so that you know when you have achieved the goal and be sure to acknowledge and celebrate every victory.

Organization Goals—Model Campaigns

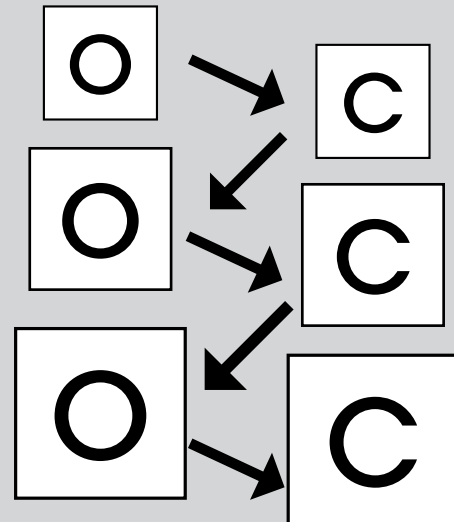
Marin County, California: MCBC set several organizational goals. (1) Participate in all large-scale transportation planning in the county to ensure bicycling and walking are included and incorporate this concept into all fundraising appeals and year-end donations. (2) Nurture the leaders on the Citizens' Advisory committees to create new spokespeople for the cause. (3) Teach existing MCBC members how to talk to their representatives and the decision makers from the County Board of Supervisors and each of the 11 cities and towns. (4) Align the MCBC with the business and environmental community to make clear MCBC's invaluable role in the passage of the transportation sales tax. Every public works director and public official knows that "the bicycle lobby" led by the MCBC created the momentum for the campaign.

Texas: TBC used the Safe Routes to School campaign as a way to build their relationship with the Texas Department of Transportation, schools, city planning departments, neighborhood associations, bike shops, and bicycle clubs. Because of the state and federal legislation and agency support, the program proved to be a good common ground and source of infrastructure funding as well as for education and encouragement funding. The Safe Routes to School campaign was a policy effort that attracted bipartisan appeal.

Columbus, Ohio: At the start of Consider Biking's campaign to get MORPC to adopt a routine accommodation policy in April 2003, Consider Biking was just beginning to revive itself from 10 years of inactivity. Rather than waiting to develop the organization before beginning the campaign, the leaders of the Consider Biking revival decided to proceed with the complete streets campaign with minimal resources, intending to show through a winning campaign the need for and value of bicycle advocacy. Consider Biking's organizational goal was to emphasize public outreach and to develop long lists of interested potential members to recruit from later.

Organization/Campaign Building Model

An organization ("O") should take on campaigns ("C") relative to their size and strength. Each campaign should be used to grow the organization so that afterward the organization is stronger and able to take on bigger campaigns.



Element 3 – Assess Your Resources

Starting at the initial planning meeting, the group should discuss two key components involved in the campaign: (1) organizational strengths and weaknesses and (2) allies and opponents.

First, clearly assess your organization's strengths and weaknesses. What resources do you have? Think in terms of people, money, time, and connections with policy makers. **Here are some questions you might ask:**

- Who in the group has what skills?
- Who can keep databases up to date while keeping track of volunteers, decision makers, and media contacts?
- Who is an effective public speaker?
- Are there any lawyers, researchers, press release writers, or fundraisers?
- Does anyone have influence with potential allies or donors?
- What resources do you lack?
- Do you have sufficient information about the processes you hope to affect?
- Do you have compelling data that backs up your case for wanting this issue in the first place?

After measuring your organizational pluses and minuses, you will have a better idea of what allies to seek. Besides sheer numbers of supporters, you will want to persuade people who can compensate for your weaknesses. It is important to cultivate and include as many allies as possible.

Your best chance of success will be to work with a broad-based coalition of special interest groups or community organizations whose interests have some overlap with yours. Getting to know the opposition is equally important. Who isn't interested in your project or is actively opposed to it? What are their reasons? Perhaps in listening to their concerns, you can alleviate them and find common ground. Perhaps they have a misconception that you can clear up. It is vital to treat opponents with respect and attempt to work with them. Think of every opponent who could possibly benefit from your issue—and then convince them of it.

Resource Assessment—Model Campaigns

Marin County, California: Once the transportation sales tax expenditure plan was created, more than 100 organizations joined as allies to pass Measure A with 71 percent of the vote. Supporters included the Association of Realtors, the Commission on Aging to the Sierra Club, Greenbelt Alliance, the Builders Association, and Transportation Alternatives for Marin, making it an unprecedented example of environmentalists and businesses working together. The only opposition was from the Taxpayer Union. Another one of MCBC's organizational

strengths was knowing that the Marin County Supervisor who chaired the Transportation Authority of Marin was a leading champion and visionary on how to integrate the various modes of transportation.

Texas: TBC's strongest allies were the statewide associations and 80 bicycle retailers who endorsed the bill's passage and subsequent grassroots campaign to create overwhelming demand for the Safe Routes to School project applications. The groups included the Texas Medical Association, Texas Congress of Parents and Teachers, Texas Hospital Association, and the Texas Association of Health, Physical Education, Recreation and Dance. During the four-month initial project application period, the TX Department of Transportation received more than 300 applications for a total of \$45 million in project requests for the \$3 million program.

Columbus, Ohio: The supportive, sympathetic staff at MORPC proved to be the biggest ally. There was no organized opposition except from two engineers in two different counties who objected to language that could have been interpreted as setting a minimum percentage to be spent on accommodating bicycling and pedestrians in each project. The Consider Biking president served as chairman of the citizen bicycle advisory committee, which helped him stay connected with the MPO plans, process, and staff.

Element 4 – Strategy

Once you've defined your goals, selecting the strategic vehicle for achieving those goals is the next step. Part of choosing a strategy is to define who you will target with your campaign: lawmakers, policy makers, and/or voters and what methods you will use to influence them.

For example, if your issue focus or campaign is "Complete the Streets" and one of your goals is to adopt a policy accommodating bicyclists and pedestrians in all transportation projects, you might try to address this challenge in several ways. You could get a resolution passed at the local or county level. You could work with your city, MPO, or state DOT to adopt an internal policy. You could launch an intensive state-level legislative campaign. Or you could simply set the stage for a future campaign through a PR campaign.

What is most important is that you select the most appropriate strategic vehicle given the current political climate, relationships with other groups, and an honest assessment of your organization's resources. Examples of other strategy elements might include lobbying lawmakers or pressuring public agencies.

After you define your strategic vehicle, you will need to figure out exactly what individual(s) you need to target in order to claim victory. Carefully selecting your targets helps you focus your efforts on the right individuals. Avoid those who you will not be able to persuade or who are not so important to the final decision maker and don't waste

energy on those who already support you. Your targets can be divided into *primary*, *secondary*, and *public* targets.

Primary Targets: These people are the decision makers. Who has the power to make decisions and deliver a victory for you? This question should be answered with a specific name of an individual and not merely the name of an institution or governing body. What if you are not sure whom to target? Find out everything you can about how the governing body works. Follow up by researching all you can find about its various members such as their past voting records, political connections, and past positions on your issue. In some instances, if you need to get a majority vote on a particular issue from a group of individuals such as the legislature, board of directors, or planning commission, then you will need to select a subgroup among this governing body to target.

Secondary Targets: These are people who can influence your primary decision makers. Would they be willing to use their connectedness to your primary targets to advance your goals? Think about what you can ask these various individuals to contribute to your campaign.

Public Targets: Take a look at the community or state in which you are waging this campaign and determine which specific groups of people you can enlist to create demand and hold the decision makers accountable for meeting the demand. It is important to select no more than two or three public audiences. You can then focus all of your attention and efforts on persuading these people to join your campaign and not waste any resources on individuals who are not in the targeted group.

Strategy—Model Campaigns

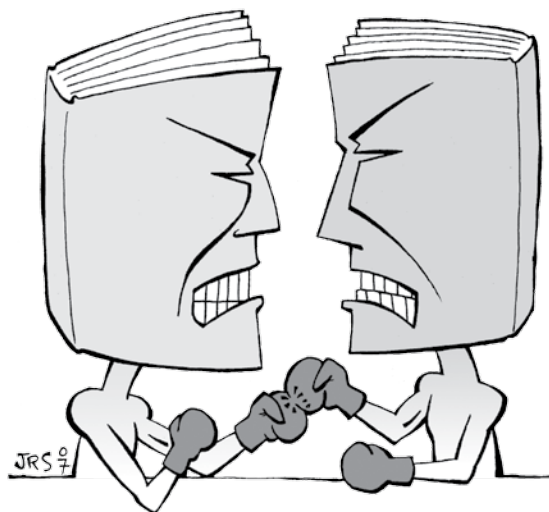
Marin County: MCBC had a two-part strategy. The first was to get bicycle and pedestrian elements included in each of the four strategies that were designated in the transportation sales tax expenditure plan. Their primary targets were the members of the Transportation Authority of Marin, the commission who held final authority over the structure of the sales tax expenditure plan. The decision-making body for the elements in the plan included representatives from the County Board of Supervisors and each of the 11 cities and towns. The second strategy was helping get the transportation sales tax plan approved by two-thirds of the voters.

Texas: TBC also had a twofold campaign by initially targeting state lawmakers to get the bill passed and then in the ramped-up grassroots second phase, addressed statewide PTAs, school superintendents, teachers, mayors, and city managers as secondary targets with the Department of Transportation as the primary target.

Columbus, Ohio: Consider Biking used the leverage of federal regulations to make MORPC the primary target and demanded that they withhold all federal funds from all projects listed in the TIP that did not include bicycling and walking.

Element 5 – Communication

Once you’ve established your target audiences, it is time to determine what you are going to say. Every campaign is inherently a battle over who frames the issue—the status quo decision makers or those seeking change. Your job is to frame your issue in a way that your targets identify with and that relates to their values. (See the article, “Winning the Battle of the Story” on page 54 for further discussion on campaign communication strategy and framing issues.) The most important thing to remember is “respect the viewpoints of the people you wish to persuade.” Find out what is important to them and couch your message in terms they can understand and that have relevance in their lives. Be certain that your position is factual and well documented. Ideally, your communication strategy is a diverse one. **Here are some common elements you should develop:**



Every campaign is a battle over who controls the story—the framing of your issue. For a more detailed discussion on this topic see “Winning the Battle of the Story” on the following page. Illustration courtesy of Jim Swanson, heckleandjive.com

Slogan: Your slogan should be clear and concise: 10 words or less. “Complete the Streets” is an example.

Stair Speech: Your “stair speech” is a concise and compelling story that can be expressed in 30 seconds, the time it takes to ascend one level of stairs with a policy maker or newspaper editor. A stair speech has a “hook,” something to grab the listener’s attention: a quick statement of the problem you’re trying to fix; the solution; and what the listener can do to implement the solution.

Story: Your story can put a human face on your policy campaign by relating it to a real person locally that people can identify with. It can be expressed in public testimony at meetings, in your own newsletter, and at public gatherings. Your story can be emotional, and can take a few minutes to tell. See “The Battle of the Story Worksheet,” courtesy of SmartMeme.org, on page 57 to help you develop an effective story for your campaign.

Working on the above elements of your communication strategy as part of your campaign plan will help all campaign workers stay on message during the campaign.

Winning the Battle of the Story

article by Ilyse Hogue and Patrick Reinsborough

SmartMeme Strategy and Training Project

Published in the SPIN Project's compilation *"Loud & Clear in an Election Year: Amplifying the Voices of Community Advocates"* 2004

The universe is made of stories, not atoms.

—Muriel Rukeyser

Electoral politics has long been the realm of “politics as perception.” This ethos shapes each election cycle, as candidates jockey for moral authority over their adversaries, and position their political agenda to co-opt the values of strategic constituencies. “Image politics” emphasizes personality over policy. Rhetoric trumps real equations for change, and masks the mis-framing of important issues by all the candidates. At predictable intervals, electoral politics monopolizes the political imagination of mainstream American culture. Elections are the frame through which Americans are encouraged to direct our political attention span. But by being creative, proactive and strategic, we can make the election spectacle work for our communities. We can ensure that when the candidates espouse our values, they also commit to take action on our issues. We can use election years to generate more air time for our issues and to re-frame our efforts in new and compelling contexts.

Billionaires for Bush (or Gore)

In the 2000 election cycle, the “Billionaires for Bush (or Gore)” campaign used just such a formula to spotlight the destructive role of money in the two party system and the resulting economic inequities. The Billionaires for Bush (or Gore) was essentially just a framework to transmit an idea—that Big Money owns both candidates. The campaign was a “meme”—a contagious idea that spreads virally without losing its core meaning. The idea was embodied by some core messages, costuming tips, and an adaptable guerilla theater scenario involving activists dressed as Billionaires using satire to bring the issue of Big Money in politics to life. The oxymoron of depicting Billionaires protesting as well as the Bush OR Gore tagline was so at odds with the conventional framing of the election that it captured people’s attention and organically delivered its political message. The campaign itself was a particularly effective meme because it was uniquely accessible—anyone could become a Billionaire. Hundreds of activists around the country tailored the tactic to their own needs throughout the election, spreading the meme with in-character radio spots, stickers and actions bird-dogging candidates. The Billionaires (which have already reappeared in 2004) shows how an effective meme campaign can provide an opportunity to carry an issue beyond geographic or budgetary limitations.

The Story of the Battle vs. the Battle of the Story

Architecting a successful campaign (meme or otherwise) requires analyzing and understanding the power of storytelling to structure information in a way that reaches and convinces people. Every campaign is inherently a conflict between the status quo power holders and change agents to control the framing of an issue. In this contest, we must make sure that we are not just telling the Story of the Battle, but truly fighting the Battle of the Story.

Since the facts are usually on our side, progressives often fall into the trap of believing that our issues are self-evident. Then we proceed to bombard an information-saturated public with more facts and figures without explaining why. This is merely telling the Story of the Battle, which fails to frame an issue in a way that challenges the spectator role of the general public. For instance, when the news covers a demonstration as “protester versus police,” the issue becomes framed as someone else’s fight. The Story of the Battle fails to challenge artificial dichotomies like jobs versus the environment or peace activists vs. patriots. The Story of the Battle relies heavily on empirical examples that our adversaries can unscrupulously distort and dismantle as exceptions rather than rules. Look at the current right wing strategy of labeling every criticism “hate speech.” Regardless of how preposterous it may be, it has forced many progressives to use their limited air time defensively.

To succeed we must frame our campaigns around the Battle of the Story. The Battle of the Story challenges prevailing assumptions and frames an issue. On February 15, 2003, the largest global demonstration in history took place as an estimated 15 million people took to the streets around the world to oppose the US plans to illegally invade Iraq. While other demonstrations have fallen prey to quibbling over numbers or tactics, the front page of the *New York Times* the following day omitted the usual claims of skirmishes with police and instead proclaimed loudly that two superpowers remain in the world: President Bush and global Public Opinion. In that single headline, the anti-war movement shifted from being a contentious minority to representing the global majority. The article focused on the inherent diversity of the crowd, and opened the process of mainstreaming dissent. Stories in major dailies around the world were written in a way that compelled readers to see anti-war efforts as large-scale common sense in action. This particular day marked a massive progressive offensive in winning the Battle of the Story.

Shaping Your Story

To win the Battle of the Story we need to understand how stories operate by breaking them down to key elements. There are many components to telling a good story—at smartMeme—we use four main elements of storytelling to plan messaging.

CONFLICT

Identify the conflict you want to highlight. Like any Hollywood blockbuster, social change movements are fraught with seat-gripping conflict and drama. We must be certain we are defining these stakes in our terms with our language.

SYMPATHETIC CHARACTERS

Cast the sympathetic characters involved in your story. Pay close attention to who is receiving top billing as the messenger. Who are our heroes? Who are their villains? Frequently, the messenger is as compelling and powerful as the message, so choose carefully.

SHOW DON'T TELL

Nobody likes to be spoon-fed a worldview. People believe inherently in the right to make up their own minds. We need to become increasingly savvy about appealing to people’s values. A question is oftentimes more powerful than a statement because it forces the audience to engage. Likewise speaking in terms of values doesn’t mean

using the self-righteous political rhetoric of right and wrong, it means connecting our issues to the bigger concerns that shape people's lives.

FORESHADOW (OFFER VISION)

Our stories must articulate an alternative and more compelling vision. We must be foreshadowing the compelling outcomes of the stories we tell. The visions articulated by progressives are too often steeped in the "sky's falling" metaphor. Problem is, the sky's still up there and people are tired of hearing that from us. People don't want to think problems are insolvable. Society's fear of a vacuum often leads us to choose familiar evils over unknowns. It is up to us to provide the vision that makes the unknown alternatives real. The good news is we know there are solutions that work—not only technical solutions like anti-pollution scrubbers in smokestacks, but policy solutions like getting money out of politics, and systemic solutions like building grassroots movements for real democracy. It is not enough for our side just to criticize. People need to have tangible opportunities to engage not only their minds but also their hearts and their hands in building alternatives. It isn't enough to tear down the world, we must offer up what we would build in its place.

Don't stop there, though! In order to win the Battle of the Story we must also understand and challenge the power holders' stories. The first step in retaking control of the narrative is to diligently compare our story with the one we are battling. There are critical lessons inherent in this exercise.

Truth to Power

Frequently, when we stop to really look, we find that the power holders have framed their story using the same sympathetic characters as change agents. Attacks on welfare are presented as benefiting working mothers. We are told corporate tax cuts are undertaken on behalf of the unemployed. Giant agribusiness firms use family farmers in their TV ads. The timber industry uses public concern about forest fires as an excuse to clear-cut our national forests. After the World Trade Organization talks collapsed in Seattle, the *Economist* magazine didn't put a sulking millionaire on the cover—they featured a starving child and claimed the protests would hurt the world's poor. Time and time again, power holders employ Orwellian logic by hijacking the real people who are sympathetic characters.

There is a big difference between appropriating someone's story and actually magnifying their voice. That's why, ultimately, progressives can win the Battle of the Story. Everyday thousands of grassroots activists are fighting the Battle of the Story in their own communities as they work to build a more democratic, just and ecologically sane society from the ground up. With all of our compelling stories, sensational conflicts and infectious memes, community advocates will ultimately outdo the multi-million dollar PR campaigns and crack the media monopolies. Because the truth—at least when well told—is stronger than lies.

Ilyse Hogue and Patrick Reinsborough are co-founders of the smartMeme Strategy & Training Project, which provides framing, messaging and analysis to grassroots movements for fundamental social change. SmartMeme's first book, "Re:Imagining Change—How to Use Story-based Strategy to Win Campaigns, Build Movements and Change the World," was published in 2010 by PM Press.

Developing Your Story from SmartMeme.org

Use this worksheet to help frame the issue around your campaign and develop an effective story that connects with your targets.



smartMeme
changing the story

strategy
communications
training

www.smartmeme.org

THE BATTLE OF THE STORY WORKSHEET

This exercise is intended to help activists create more compelling narratives to communicate our campaigns. The Battle of the Story is the framework through which we can analyze the current “narrative landscape” around an issue – whether it’s the story that specific power holders are telling about the issue, or just the accepted status quo perception that we are campaigning to change. The worksheet asks you to apply four different elements of story telling (conflict, characters, show don’t tell, and foreshadowing) to *both* the power holder’s story and our change story. Begin with the opposition story so you can understand what the story you need to change is. Remember, *tell the story, not the “truth.”* The final row is the place to step out of the story and analyze it by identifying the underlying assumptions that allow each of the stories to operate. For our stories, these assumptions may be our core values. Oftentimes the assumptions of our opponent’s story are contradictions and weaknesses that we can use to challenge their story’s framing by exposing hidden agendas or contrasting alternate visions of the future. At the completion of this chart you should be able to revisit each story in terms of overarching frames and core values messages that can be developed into your story-based strategy.

STORY	OPPONENTS/Status Quo	CHANGE AGENTS
CONFLICT What is the problem here? Who is the conflict between (x vs. y)? Who are the good guys and the bad guys? What is in/outside of this frame?		
CHARACTERS Who are the messengers that tell the story? Who are the specific victims? Do they get to speak for themselves or is someone speaking on their behalf? Who is credible?		
SHOW DON'T TELL When you hear this story, what images, metaphors, or anecdotes come to mind? How does the story engage your values and encourage you to choose sides, without telling you what to think?		
FORESHADOWING How the story show us what comes next, and hint at the future? What is the vision that the story offers? How will this conflict be resolved successfully?		
ASSUMPTIONS What are the unstated assumptions? What does someone have to believe to accept the story as truth?		

In today's world, there are numerous vehicles for getting your message out to the public and your other targets, although you will want to choose your communications tactics as part of your overall campaign tactics (see Element 6, page 66). **Here are a few to get you thinking:**

Face-to-Face Meetings: Face-to-face meetings with local groups, leaders, media, and elected officials are still the most effective ways to communicate your message and build relationships. Reach out to leaders of local community groups and nonprofits you want to build affinities with and see if you can go speak to them about your issue at one of their regularly scheduled meetings. Meetings with key targets can be the quickest way to build the bridges you need to succeed.

Website: The Internet is the fastest growing communications vehicle today. Having a website presence is essential. Consider dedicating a page of your organization's existing website to your complete streets campaign. Or, if you're working with a broad coalition, you might consider a dedicated campaign website. See www.mncompletestreets.org or www.michigancompletestreets.wordpress.com for examples.

Sample Complete Streets Campaign Webpage from Bicycle Colorado

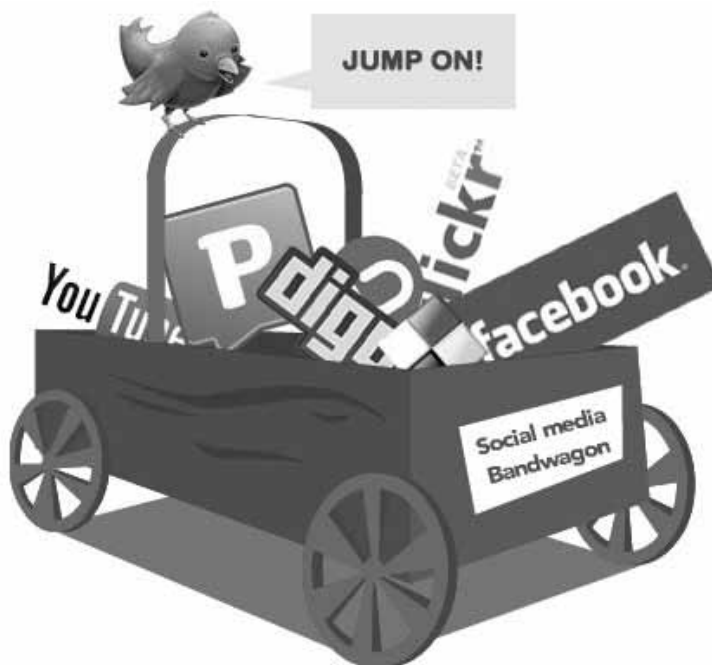


Blogs: Blogs put the power of the media in your hands and allow you to respond to issues rapidly. They can be a good option for you to keep supporters updated on the campaign's progress, and other local and national issues that relate to your campaign. Blogs are easy to update, free, and generally informal. They also invite feedback from supporters and the public by allowing commenting. See www.wordpress.com for more information on setting up a blog.

Social Media: Sites like Twitter, Facebook, and MySpace are increasingly being used by nonprofits to engage new and existing supporters. These “social networking” sites can help you make connections with your peers, expand your network of supporters, help more people find you, and direct people to your events, action items, and other communications. Maintaining a presence on any of these sites takes time, but the upside is that posts are short. Twitter has a 140-character limit, forcing you to be brief with your updates. With these tools, the more often you post, the more often your friends, fans, and followers will be reminded of you and have a chance to engage with your organization and campaign.

Photo and Video Sharing: Sites like YouTube.com, Vimeo.com, Flickr.com, and Facebook.com allow you to put videos and pictures online, and allow others to comment on them. This can help people to put a face on your organization and allows you to use the power of images to share your story. For an easy tool to create online videos from your pictures, check out Animoto.com.

Traditional Media: Traditional media can still be a highly effective ally in your communications strategy. Target local newspapers with human-interest stories, letters to the editor, press releases, and op-ed pieces. Cultivate relationships with sympathetic reporters or editors. Provide factual, concise, and interesting material. And persist. If a story is not run, politely check with the paper or magazine and find out why. Ask what you can do differently to ensure coverage of your issue or event.



Social media is a relatively new and increasingly popular communication tool for nonprofits and advocacy campaigns. Sites like Facebook, Twitter, Flickr, and YouTube can connect your organization or issue with new audiences and create new opportunities for your supporters to engage. See examples of how organizations are using social media in their complete streets campaigns on pages 88–90. Illustration courtesy of Matt Hamm.

Sample Press Release 1 from New York Bicycling Coalition



For Immediate Release

Date: June 5, 2009

Contact: Jennifer Clunie, Executive Director
(518) 436-0889 or jennifer@nybc.net

NYBC Announces State Legislature to Consider “Complete Streets”

The New York Bicycling Coalition (NYBC) proudly announces a giant step forward for bicyclists and pedestrians in New York State. As of June 1st, both houses of the Legislature introduced Complete Streets bills for consideration, facilitating efforts to make New York's roadways safer for drivers, transit users, pedestrians, bicyclists, older individuals, children, and people with disabilities. NYBC was a principal proponent of this legislation.

Assembly Bill **A8587**, introduced by co-sponsors David F. Gantt (A-133rd Dist), and Jeffrey Dinowitz (A-81st Dist), and Senate Bill **S5711**, introduced by co-sponsors Martin Malavé Dilan (S-17th Dist) and Ruben Diaz (S-32nd Dist) would, if adopted, enable safe access to public roads for all users by requiring that transportation improvement plans consider the safety, access and mobility needs of **all** travelers, regardless of age or ability.

NYBC's Executive Director Jennifer Clunie points out, “A ‘Complete Streets’ policy means sidewalks, crosswalks, curb cuts, bus shelters, bike lanes and many other features shall be routinely weighed on all street projects, and incorporated where warranted. This improves comfort and safety for **all** roadway users, whether young or old, motorist or bicyclist, walker or wheelchair user, bus rider or shop keeper. In addition, in highly populated areas, ‘Complete Streets’ can provide a sense of place and improve adjacent property values.”

NYBC has been a longtime proponent of a “Complete Streets” policy for New York State. In 2008, the American Association of Retired People (AARP), Green Options Buffalo, Transportation Alternatives, and a number of other statewide and federal organizations joined with NYBC to advance the Complete Streets initiative. Safety issues are a principal concern for New York residents, and traffic danger is consistently cited as a major reason why individuals will not walk or bicycle to school, work, or other destinations. Complete Streets policies are expected to bring improved safety, enhanced opportunities for physical activity, reduced carbon emissions, enhanced economic vitality and overall better quality of life. ***In New York State, 40% of all residents don't possess a driver's license and over 25% of all households don't own a motor vehicle, further underscoring the need for this legislation.***

“I'm pleased to introduce this legislation. It's a great leap forward toward implementing what must become a multi-modal approach to transportation,” said Senator Martin Malavé Dilan, Chair of the Senate Transportation Committee. “How we get around is changing. In recognition of this we need to take the necessary steps to assure that the future design and construction of our roads meet the mobility needs of all, whether riding, walking or driving.”

Assemblyman Sam Hoyt, a proponent of Complete Streets in both the City of Buffalo and across New York, remarks: “The widespread lack of physical activity in our nation has played a major part in the perpetuation of the obesity epidemic. A key factor contributing to the lack of physical activity is the absence of infrastructure to support or encourage pedestrian and bicycle travel as modes of transportation. The result of our collective inactivity has burdened New York State with over six billion annually in medical costs. **THAT IS WHY THIS BILL IS SO IMPORTANT.**”

Justin Booth, Director of Green Options Buffalo states: “Cities in New York State, across the country and throughout the world are recognizing the demand to shift to a balanced transportation system. This shift is changing the emphasis away from moving automobiles to moving people. The same philosophy goes for people as it does for automobiles, if you design streets that invite people to walk, bicycle or take public transit they take you up on the invitation.”

New York Bicycling Coalition members want a more bicycle and pedestrian friendly State. Since 1992, NYBC has served as the only statewide, not-for-profit organization of its kind advocating throughout the state and working to assure highway, street, and transit facilities are amenable to cyclists and pedestrians and to promote safety through the education of motorists, pedestrians and bicyclists.

For more details, visit www.nybc.net and www.completestreets.org.

new york bicycling coalition • P.O. box 8868 Albany, NY 12208 • office: 518 436 0889 • mobile: 518 505 9499 • fax: 518 436 0494 • www.nybc.net

Sample Press Release 2 (Page 1) from BikeWalkLee

Dan Moser
239.334.6417
dmoser@bikewalklee.org
www.BikeWalkLee.org

BikeWalkLee

For immediate release — July 22, 2009

BikeWalkLee applauds Complete Streets resolution, urges quick adoption by Lee County Commission

Fort Myers, FL — On June 17, the Lee County Smart Growth Committee recommended a comprehensive "Complete Streets" resolution to the Lee County Commission for action. BikeWalkLee applauds the Smart Growth Committee's work and urges county commissioners to adopt this resolution.

More than 90 communities and 10 states across the country have adopted complete streets policies which encourage planners, engineers and designers to integrate the needs of all road users — pedestrians, bicyclists, motorists and transit riders of all ages and abilities — into everyday transportation planning. The resolution before Lee County commissioners would add our county to the growing list of communities working to complete their streets. This is a policy statement which, when adopted, will provide political support for a new way of doing business.

Complete streets policies challenge the concept that the primary use of our public streets is to move more cars and trucks faster. Instead, it says our streets are the meeting spaces of our communities, for all to use. It is a paradigm shift for transportation agencies which requires a broad assessment of the needs of all road users to achieve a balanced multi-modal transportation outcome.

Complete street principles do not mandate any particular design, and result in greatly varied facilities depending on the specific needs of the community. A complete street in a rural area will look quite different from a complete street in an urban area, but both are designed to balance safety and convenience for everyone using the roads. A complete streets policy is not a mandate for immediate retrofit, nor it is a "silver

bullet"; other initiatives will need to address land use, environmental concerns and the reduction of vehicle miles traveled, but complete streets will help.

The county's complete streets resolution has been endorsed by a variety of community groups, including Lee Memorial Health Systems, the Responsible Growth Management Coalition, the state chapter of AARP, the Lee County Sheriff's Office and the Estero Council of Community Leaders.

The Smart Growth Committee was charged in August 2008 with developing recommendations on the Lee Department of Transportation's bike lane policy in the context of complete streets. The committee's complete streets resolution includes the features of the best complete street policies, according to national guidelines:

- It covers everyone using the roadway;
- It specifies that any exceptions to the policy require high-level approval;
- It emphasizes connectivity;
- It applies to all phases of all projects; and
- It directs the use of the latest and best design standards and allows flexibility in balancing user needs.

The resolution requires the county manager to develop guidelines to create a complete streets program and incorporates the actions needed for implementation into the county commission goals and objectives.

Official support for complete streets will demonstrate Lee County's leadership, giving it a head start to implement upcoming federal transportation and climate change legislation.

BikeWalkLee congratulates the Smart Growth Committee for its foresight, and urges county commissioners to put this good idea into action by adopting this resolution as county policy as soon as possible.

-- 30 --

BikeWalkLee is a coalition of local groups and individuals working to complete the streets in Lee County. Representatives are available to provide background and quotes for any media outlet. Contact Dan Moser at 239.334.6417 or dmoser@bikewalklee.org to arrange interviews. Visit the organization's Web site at www.BikeWalkLee.org for more information, statistics and background.

Sample Press Release 3 (Page 1) from BikeWalkLee



FOR IMMEDIATE RELEASE
Monday, March 22, 2010

Contact: Darla Letourneau, 239-850-3219, dletourneau@bikewalklee.org

BikeWalkLee applauds Lee County Metropolitan Planning Organization quick action in support of national complete streets policy

Fort Myers, FL—At the March 19 meeting of the Lee County Metropolitan Planning Organization (MPO) meeting the board, made up of elected officials from every municipality in Lee County, embraced the U.S. Department of Transportation's (USDOT) new policy statement on bicycle and pedestrian accommodation. The MPO board unanimously passed a motion in support of the policy statement and encouraged the Florida Department of Transportation (FDOT) to support it as well.

"BikeWalkLee is gratified by the continued leadership and commitment demonstrated by the MPO led by Chairman Judah to complete Lee County's streets and to integrate the needs of pedestrians and bicyclists in road projects," said Darla Letourneau, a local community advocate and BikeWalkLee leader. "Not only is the MPO leading the county's efforts, its quick endorsement of this policy statement puts Lee County in the forefront of communities around the country who recognize the significance of this bold action by the Secretary of Transportation. In fact, Lee County may be the first in the country to have officially endorsed the new policy."

The new USDOT policy embraces a complete streets approach, calling for fully integrated active transportation networks, which are important components for livable communities. The policy states that transportation agencies should plan, fund, and implement improvements to their walking and bicycling networks, including linkages to transit. In addition USDOT encourages transportation agencies to go beyond the minimum requirements, and proactively provide convenient, safe, and context-sensitive facilities that foster increased use by bicyclists and pedestrians of all ages and abilities. The entire policy is available online at http://www.fhwa.dot.gov/environment/bikeped/policy_accom.htm.

The USDOT policy encourages state and local governments, among others, to adopt similar policy statements. "We are pleased that Lee County has already taken steps to move in this direction," Letourneau said. In 2009, Lee County — through adoption of complete streets resolutions by both the Metropolitan Planning Organization and by the Lee County Commission — embarked on a path to safer streets for everyone. In addition, the county has just launched the development of a countywide bicycle pedestrian master plan that will provide the blueprint for a safe, accessible, and connected bicycle/pedestrian system throughout the county.

"Having strong national leadership in support of complete streets as the county begins to implement its adopted policies provides a real boost to our local efforts. Now we need support and leadership from Gov. Charlie Crist, the Legislature, and the Florida Department of Transportation for Lee County to be successful, since policies for building roadways are directed by the state and many roadways in our county are state roads," Letourneau said.

"This USDOT policy should convince our state officials once and for all that a complete streets approach is the path Florida needs to embrace without any further delay," Letourneau said. "As the 'Dangerous by Design' report release late last year made clear, complete streets are safer streets and save lives of pedestrians, cyclists and motorists, as well as to help promote healthy lifestyles. Bold action is needed to make Florida, the most dangerous state in the nation for pedestrians and cyclists, a safer state for vulnerable users on our roadways. It makes good economic sense, as well as safety sense to become a state that fosters walkable, bikeable and livable communities."

BikeWalkLee has called upon state leaders -- the governor, the Legislature, and the Secretary of Transportation -- to adopt this new federal policy statement as Florida policy and integrate it into the state's policies, planning processes and guidance documents, including the pending FDOT draft revisions to the "Green Book"--the manual used by local governments in designing their road projects. Florida should follow the lead of other states, such as California, in developing and implementing a statewide complete streets program and action plan, and aggressively promoting its adoption in communities throughout Florida.

BikeWalkLee is a community coalition raising public awareness and advocating for complete streets in Lee County--streets that are designed, built, operated and maintained for safe and convenient travel for all users: pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. For more information, visit www.BikeWalkLee.org.

###

Press Releases: Press releases allow your organization to frame the issue and tell your story. Keep it brief (one page is ideal). Write in the third person and include at least one quote from a leader of your organization. A well-written press release will often get picked up and republished word-for-word by the media. They also allow you to respond to local issues and come out in front as the expert. A timely press release will point the media toward you for comment on a local or national issue. See the three sample press releases in support of complete streets campaigns on pages 60-64.

Letter to the Editor: You should be able to express your issue clearly in a letter to the editor of 150 words or less. The “letters to the editor” section is among the most-read sections of the newspaper.

Printed Material: Balance conserving paper with the benefit printed material offers. While email alerts, blog posts, and other messages that come across computer screens can be quickly trashed or ignored, a paper newsletter, flyer, brochure, or other communications piece can be saved and read and reread later as time allows. Make sure to carefully proofread any printed materials. If possible, enlist the help of a professional editor to make sure your printed pieces are polished and to maintain your organization’s professional image.

After reading this list you might be thinking: who has the time for this? Especially if you are a small or all-volunteer organization, the various communication vehicles can seem overwhelming. Consider getting an intern from the communications department of a local university. Students are always looking for real-world opportunities to build their resumes and likely already have a working knowledge of some of the newest online tools. If managing an intern is too much, try recruiting a volunteer who can commit a couple hours a week to updating your blog or establishing a social media presence for your campaign. Craigslist.org and Idealist.org are two popular and highly trafficked sites where you can post these sorts of opportunities for free.

Communications—Model Campaigns

Marin County, California: MCBC’s message was “bikes are part of the solution!” They organized letters to the editor efforts among supporters and kept their members informed through newsletters and their website. They trained parents to speak on congestion management, recommending bicycling and walking as alternatives to being driven in motor vehicles. MCBC used the voter polls to their advantage by showing the existing public support for Safe Routes to School and bicycle and pedestrian improvements. They provided easy-to-use sound bite quotes for the media on a regular basis. They set up meetings with members of the Transportation Authority of Marin to make their case (bringing local constituents to the meetings). They stayed consistently on message.

Texas: TBC provided testimony before legislative bodies in passage of the bill, while supporters generated hundreds of original letters to demonstrate support and demand during the rulemaking phase. TBC sent 10,000 letters announcing the call for projects applications to school superintendents, city managers, and PTA members. More than 250 bike shops distributed posters and postcards announcing the application process. Prior to the official call for projects announcements, TBC visited all 180 members of the Texas legislature with a prewritten announcement, and sent press releases to more than 450 Texas newspapers, generating more than 300 articles about the call for projects.

Columbus, Ohio:

The use of rhetorical arguments, public health information, and sample text from other jurisdictions in all correspondence and testimony helped Consider Biking stay consistent and on message.

Element 6 – Tactics and Timeline

Tactics: Creating Your “To-Do” List

By this time, you have developed your issue, goals, resources, strategy, and communication plan. The next step is to develop the campaign’s tactics, the means by which you will carry out your strategy and your timeline. Too many organizations make the mistake of starting their planning by brainstorming a list of activities—jumping right to a “to do” list—rather than doing the research and analyzing their issue, resources, and targets for accomplishing their goals. Only once you’ve finished your campaign plan and considered all your tactics, should you launch your campaign with the first tactic: a bold public announcement kicking off your effort.

Staying true to the messages developed in the previous section, develop tactics to reach your strategic targets with a demand for your goal. There are three general types of tactics you can employ to create demand: direct contact, general visibility, and media tactics.

Direct contact tactics are aimed at your selected public audiences and focus on personally engaging people in the campaign. Direct activities might include high-level meetings, phone banks, door-to-door canvassing, neighborhood coffee or house parties, leafleting, petition signatures (see sample petition on page 70), and/or written communication (see sample action alert and letter to elected officials on pages 67–68).

Another way to create more demand is through general visibility tactics directed toward all of your targets, generating a community buzz. Whereas the direct contact activities listed above are like spraying a garden hose full force at a particular target, visibility activities are like a lawn sprinkler, covering more ground but with much less intensity. Visibility activities might include rallies, demonstrations, yard signs, and other materials such as campaign buttons, t-shirts, and bumper stickers that communicate the campaign message.

Sample Action Alert

from League of Michigan Bicyclists

Action Alert: Contact Your Representative and Senator Today!

February 12, 2010 in News | by League of Michigan Bicyclists

The Community Policy Action Team of the Healthy Kids, Healthy Michigan Coalition needs your help to support the adoption of a complete streets resolution. The resolution encourages communities and road agencies to consider infrastructure as active infrastructure as a way to create more walkable, bikeable places where children and families can be physically active.

We are asking organizations and their individual members and/or associates to answer the call. Organization leaders are asked to forward the materials below to their members and/or associates inviting them to take action. Show support for this effort by sending your legislators a letter urging them to adopt Michigan House Concurrent Resolution 34.

For your convenience, a sample letter is below. It can also be downloaded here as a Word document. Links to the resolution and a complete streets fact sheet are also below for your information.* Please use your discretion whether you want to include a copy of the resolution and/or fact sheet when sending the letter of support. Letters can be sent electronically or mailed to representatives and senators at the following addresses:

State Representative _____,
P.O. Box 30014
Lansing, MI 48909 – 7514

State Senator _____,
P.O. Box 30036
Lansing, MI 48909 – 7536

*Found on webpage with action alert; not shown here.

Sample Letter: Action Alert from League of Michigan Bicyclists

<Date>, 2010

The Honorable <Name>
Post Office Box
Lansing, MI 48909

<Dear Representative/Senator>:

<I am/Organization is> asking that you support Michigan House Concurrent Resolution 34 to encourage communities and road agencies to consider infrastructure as active infrastructure as a way to create more walkable, bikeable places. The adoption of the Michigan Complete Streets Resolution is investing in Michigan's future by not only providing opportunities for children and families to be physically active in a safe environment but also creating vibrant places where the best and brightest want to live and businesses want to locate.

Complete streets are **designed and operated to enable safe access for all users**. Pedestrians, bicyclists, motorists and transit riders of all ages and abilities must be able to safely move along and across a complete street. There is no prescription for what a complete street looks like. A complete street in a rural area will look different from a complete street in a highly urban area, but both are designed to balance safety and convenience for everyone using the road.

Complete streets boost the economy by increasing residential property values because homeowners are willing to pay more to live in walkable communities, and businesses located along complete streets often see an increase in sales. **Complete streets improve safety** and reduce crashes by providing pedestrian and bicycle infrastructure, such as safe crossings, sidewalks, or on-road bicycle lanes. **Complete streets promote public health** by making it safe and convenient for children and families to incorporate physical activity into their daily lives as a way to combat the obesity epidemic.

Clearly, supporting complete streets is investing in a stronger and healthier Michigan. <I/We> urge you to vote in favor of the Michigan Complete Streets Resolution. Together we can create a more vibrant Michigan.

Sincerely,

<*Signature*>

<Name>

<Title>

You will want to inform, involve, and connect people with ways to be part of your campaign. Once you have a support base, use it to generate media tactics coverage with rallies, hearings, and events. Use direct contact methods to build a support base and then to contact legislators, agency members, and everyone that you have identified as a target.

Make your campaign irresistible with a growing swell of interest. Perseverance and persuasion are your best tools no matter what tactics you choose.

Tactics—Model Campaigns

Marin County, California: MCBC staff attended every meeting of the Transportation Authority of Marin for six years to serve as the voice for bicyclists and pedestrians and to get bike/ped elements included in the expenditure plan. They created a position paper, which outlined their goals and the exact amount of funding they desired in each of the four strategies presented in the plan. MCBC showed how bicycling and walking improvements would improve mobility in their community and provided sample language to be included in the expenditure plan. The paper was heavily circulated to educate members of the Transportation Authority and the five citizens advisory committees, which were charged with making recommendations on funding levels. MCBC waited until the expenditure plan was approved (with good provisions for walking and bicycling) before signing on as an endorser of Measure A.

As a Phase II strategy, a key tactic was to show the power of the bike lobby for being a team player in getting the sales tax approved. Thus, immediately preceding the vote, MCBC organized rallies of schoolchildren and people with disabilities to garner positive media attention and to convince voters to pass the measure. They also developed email alerts, created downloadable posters on their website, and held phone banking out of their office. Election day morning found 40 volunteers (organized by MCBC) positioned at strategic freeway entrances holding signs saying, “Yes to Measure A.” Note how this tactic not only supported the issue goal of passing the measure but also the organizational goal of positioning the “bicycle lobby” led by the MCBC as an important player in county politics.

Texas: TBC prepared well before the start of the legislative session by hiring a professional lobbyist, along with a volunteer campaign consultant and a volunteer campaign manager. Several of the largest bicycle retailers allowed TBC to use their customer list and cross-check it with an enhanced voter registration list to identify bicyclists and send targeted call-to-action requests. Hundreds of targeted letters were sent to the transportation commissioners demonstrating the popularity of the Safe Routes to School program. Targeting specific TBC members through email and their website prevented list fatigue. A new impression of bicyclists emerged by asking attorneys, doctors, engineers, and even a 12-year-old girl who started a Safe Routes to School petition at her school to testify at committee hearings.

Columbus, Ohio: Consider Biking attended official meetings, submitted comments, encouraged testimony at public hearings, worked the political process, and helped write and revise language. Consider Biking submitted a letter to MORPC in April 2003 demanding that all federal funds be withheld from all projects listed in the TIP that did not include bicycling and walking as required by federal transportation law and policy. In May 2003, Consider Biking sent a letter to the Federal Highway Administration with objections regarding Ohio DOT's 2004–2007 STIP, copying Ohio DOT.

Timeline - Get Out Your Calendar!

Once you have finalized your campaign tactics, construct a timeline. Using a regular calendar, write in all of the campaign activities and draw lines to indicate exactly when they will take place. Next to the activity, indicate the specific individual who will be responsible for each activity. This last step will help you to evaluate if you have enough people to cover all of your tactics. No doubt you will need to produce updated “to do” lists on a regular basis to keep track of things. This initial timeline will prove valuable and give the entire team a shared understanding of the overall pace of the campaign and what lies ahead.

Sample Petition from Michigan Complete Streets Coalition

The screenshot shows a web browser window with the address bar displaying <http://www.thepetitionsite.com/1/MICCompleteStreets>. The browser's bookmarks bar shows links to 'Most Visited', 'Getting Started', 'Latest Headlines', 'Apple', 'Yahoo!', 'Google Maps', 'Indy Media', 'Thunderhead', 'YouTube', 'Wikipedia', 'News', and 'Popular'. The left sidebar contains a 'Bookmarks' section with a search bar and links to 'Bookmarks Toolbar', 'Bookmarks Menu', and 'Unsorted Bookmarks'. The main content area is the 'care2 petitionsite' page for 'Complete Michigan Streets'. It features a progress bar showing 'signature goal: 5,000' and '341 signatures!'. The petition details include: 'Target: MDOT, MPO's, local road agencies, and local arms of government', 'Sponsored by: Michigan Complete Streets Coalition', and a description: 'Join the Michigan Complete Streets Coalition in support of statewide Complete Streets policies that insure our roadways are designed and maintained to accommodate ALL roadway users, not just automobiles.' Below this is a 'sign petition!' section with a form. The form includes fields for 'Name' (with a dropdown), 'Email', 'Country' (set to 'United States'), 'Address', 'City', 'State' (with a dropdown), and 'Zip code'. There is a checkbox for 'Don't display my name' and a section for 'Increase your signature's impact by personalizing your letter' with text boxes for 'Why are Complete Streets important to you?' and 'Organization or business name (if applicable)?'. At the bottom of the form is a checkbox for 'I agree to Care2's terms of service' and a 'sign >' button. The browser's status bar at the bottom shows 'Done'.

A petition to a key decision maker or elected official is one tactic you might consider as part of your campaign. Letters to key targets can also be effective. See a sample action alert and letter to elected officials on pages 67–68.

Timelines—Model Campaigns

Marin County, California: MCBC embarked on their campaign the day after the 1998 transportation sales tax failed. At that time, they had no idea that the process would last for six years. The real campaign to pass Measure A kicked off in August 2004, after the expenditure plan had been finalized, which was three months prior to the election.

Texas: TBC spent more than two years developing the legislation and building coalition partners prior to introducing the bill in January 2001 for the 77th Texas Legislature. The session runs 140 days and the bill was not passed until the last day of the session in May 2001. The rules adoption process with the Department of Transportation took almost one year, from July 2001 to July 2002. The announcement for the first call for projects was made in August 2002. TBC was highly engaged during the application period. The deadline to submit project applications was December 2004. The different phases of the campaign totaled almost four years with two years for preplanning, six months to pass the legislation, one year to write and adopt the rules, and four months to promote and encourage communities to submit applications.

Columbus, Ohio: Between April 2003 when objections to the MORPC TIP were lodged and when MORPC adopted the routine accommodation policy on July 22, 2004, approximately 200 hours over 15 months were spent on advocating for this policy.

Element 7 – Resource Management

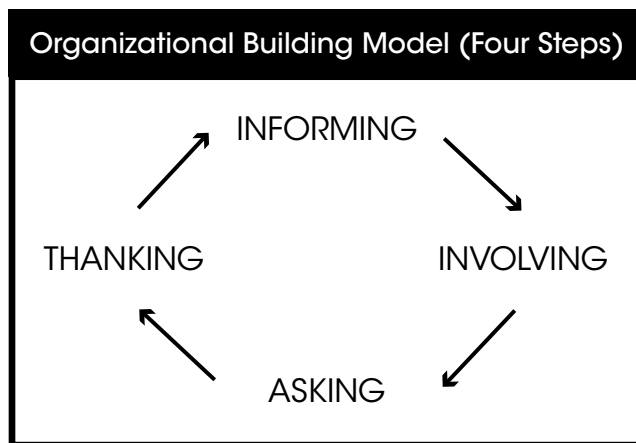
Campaigns cost money and require people. You will need to develop a campaign budget, find donors, undertake fundraising, and seek and manage volunteers (and staff).

Develop a Budget and Fundraising Plan

Develop a budget including a fundraising plan right from the beginning. A budget is one of the single most important papers in a campaign. This document will set forth exactly how you will invest your energy and how you will not. Know the costs of proposed materials, phone calls, postcards, yard signs, professional lobbyists, lawyers to review documents, and don't forget your overhead costs, including staff time. Assume that the campaign will run into unexpected expenses and build at least a 10 percent contingency fund into your plans.

In fundraising, look for donations of cash as well as in-kind services. Create a written monetary plan that states your overall financial goal as well as goals by source: organizational support, individual donations, events, and perhaps grants. To create your budget, use an assessment of your organizational resources, your allies' resources, and the cost of implementing your tactics.

After you finalize your fundraising plan and budget, create a cash flow chart that shows how much money will be coming in and



when, and how much money will be going out and when. The cash flow should be monitored and adjusted on a regular basis.

Managing People Resources

Managing people, recruiting volunteers, and maintaining a volunteer base are as critical as the fundraising and budget work. The most effective way to recruit and maintaining volunteers is to remember this cycle: inform, involve, ask, and thank. **Here are some tips to get you started:**

- Brainstorm on how to attract volunteers. Consider hosting and advertising regular volunteer nights. Post special volunteer opportunities in your organization's newsletter, website, and social media sites.
- Have jobs available when people ask about helping.
- Start volunteers with small discrete tasks, allowing them to take on more as their confidence and enthusiasm build.
- Have written sets of instructions on how to complete tasks.
- Make volunteers feel at home and appreciated within the organization. Learn first names, ask for suggestions, and thank your volunteers again and again and again.
- Take the time to nurture leadership qualities.
- Have plenty of food and drinks on hand. Some organizations even go out of their way to keep the favorite foods of their "Super Volunteers" always in stock. Volunteers will stay longer and most likely come around more often if they can count on food and beverage as part of the volunteer perks.
- Make it fun! In addition to offering food, encourage camaraderie among volunteers. If a volunteer job is also a social opportunity, you are more likely to maintain your volunteer base. You can make a volunteer job social by pairing volunteers for tasks like leafleting and signature collecting. For letter-stuffing events, turn on the radio or a favorite CD to encourage a festive mood.

Campaigns regularly suffer loss of personnel through burnout or the normal changes that occur in people's lives. Grow new leaders for your organization by keeping an eye out for leadership qualities. Many people need encouragement to take leadership positions—your job is to give it to them.

Whether you're talking about money, volunteers, or political connections, strengthening resources happens in the same way: informing, involving, asking, and thanking (again and again). Don't forget to add elements of fun wherever possible to hold volunteers together during the inevitably discouraging process of making effective change in

the status quo.

Resource Management—Model Campaigns

Marin County, California: MCBC funded the Measure A campaign out of their normal budget. MCBC coordinated more than 100 volunteers during the six-year campaign and over 40 volunteers were recruited the day of the election. In their membership solicitation and fundraising materials, MCBC indicated that the organization was working to ensure that the needs of bicyclists and pedestrians would be included in whatever transportation sales tax was sent to voters.

Texas: TBC raised more than \$80,000 to fund the legislative session and subsequent encouragement campaigns to create high demand for the first Safe Routes to School application period. The fundraising was done among bike shops, individual donor direct-mail appeals, bike shop customer lists, on-line donation capabilities, and a \$10,000 grant from Bikes Belong. More than 100 cyclists attended the 1st Cyclists in Suits Bike Lobby Day at the Texas Capitol and listserv managers from 20 different bike clubs and websites forwarded action alerts to their members.

Columbus, Ohio: Consider Biking used approximately 200 volunteer hours getting the MORPC resolution adopted. This led to a natural segue for the next campaign by asking the same questions of Ohio Department of Transportation: *Why are they not funding more bicycle and pedestrian projects as part of their State Transportation Improvement Plan?*

Blueprint for Success

You have now gone through the “7 Elements” and can imagine the point at which you will have essentially organized your campaign blueprint—your written plan that describes the who, what, when, where, why, and how of your entire campaign. See Appendix B, page 99, or email us for your own copy of the Alliance’s Campaign Planning Blueprint. Fill it out for your whole team to reference.

Now it is time to go out and do it. If you follow your plan, staying focused on your strategy and your message, you have every chance of success. Be persistent, work hard, and have fun! As you move forward keep the Alliance’s contact info close. Though your plan may seem clear now, you will likely come across unexpected turns. Call or email us anytime. We are here to help.

You may ask, “How are each of the three campaign examples doing now?” Here are current snapshots of each campaign in sum. Below you’ll get a flavor of their unique blueprints and how they are faring now. And don’t forget that much of this information is offered in yet another format in Appendix A, page 92.

Model Campaigns Today



Bike lanes and sidewalks, like those shown on this Kansas City, MO, street, now appear throughout Marin County, CA thanks to the complete streets efforts of the Marin County Bicycle Coalition. Photo courtesy of the Missouri Bicycle and Pedestrian Federation.

Marin County, California: The Marin County Bicycle Coalition committed to working on the passage of the local transportation sales tax the day after its defeat in 1998. Polls on why the previous versions had failed indicated that voters wanted more specifics on how the money would be spent and exactly what improvements would be implemented. MCBC began its campaign by showing officials that the county needed an updated Bicycle and Pedestrian Master Plan. The previous version was done in 1974 and it was not being implemented. Public outreach for developing the Bicycle and Pedestrian Master Plan took place in 1999 and 2000, with the final plan being adopted in 2001.

Simultaneously, the county conducted detailed studies on the needs and future operation plans for local bus transit, a start-up rail service, high occupancy vehicle (HOV) lanes, and local roads. The compilation of all of these studies resulted in the Transportation Authority of Marin's creation and adoption of a Transportation Vision Plan in 2003.

The plan depicted a multi-modal vision for travel and indicated that the county would need \$1.3 billion to fully implement the recommendations for all of the modes of transport. Calculations showed that the amount of funding that would be generated through a 20-year, half-cent, transportation sales tax would be only \$331 million. Thus, the Transportation Authority embarked on an extensive public process to determine what projects to include in the future sales tax. They looked for the highest priority transportation projects that would resonate with voters and increase mobility.

Marin County Bicycle Coalition attended every meeting of the Transportation Authority to make sure that they had a seat at the table. Instead of lobbying for a specific percentage just for bicycling and walking, they lobbied for the needs of nonmotorized travelers to be included in each of the four funding strategies in the draft expenditure plan: improving public transportation, completing the HOV lane, local roads, and school access. The original plan for "local roads" did not incorporate bicycling and walking as routine elements of completing the roadways. Seizing the opportunity, MCBC created a position paper to explain how the needs of bicyclists and pedestrians could be integrated into each of the four categories and that it would be much easier to incorporate bicycle facilities and widen the roads during the design phase instead of waiting for the next bike-car crash. As a result,

the local roads component was expanded to be called “local roads, bike-ways, and sidewalks” and it was stipulated in the legislation that all roadwork must consider the needs of bicyclists and pedestrians. One of the biggest direct benefits MCBC has received is bragging rights to its members. MCBC reminds supporters how they helped shape Measure A, the most powerful transportation tax funding mechanism that has come along in 20 years. By showing up at every meeting, they were able to better assess and know when to call out the troops. MCBC stayed consistent with their message by saying “bicycle” at every meeting, while leaving decision makers with a favorable impression that MCBC was a strong team player.

Former executive director Deb Hubsmith encourages other bicycle and pedestrian organizations to get involved if their community embarks on a transportation sales tax process. Her advice is that the biggest payoff comes in the end and is only possible if you stick with it and put forth your vision. Marin County’s payoff will come in the form of \$331 million for transportation improvements, a complete streets policy, and \$36 million dedicated for Safe Routes to School over the next 20 years. Now, a third phase of the plan is monitoring implementation of the transportation sales tax!

Texas: The Texas Bicycle Coalition’s realization came almost instantly after winning the hard-fought battle to pass the Safe Routes to School bill during the 2001 Texas Legislature. They told themselves, “Get ready for the next phase because the real campaign has only just begun. Forget about savoring the sweet smell of victory. This is no time to rest. Getting the bill passed was just the start.”

Now TBC had to create an even stronger demand and grassroots support than they did during the legislative session because they were in the rules adoption process with the Department of Transportation. The three years following the passage of the bill produced some interesting developments. TBC spent almost as much time, effort, and organizing after the legislation was passed as it did to get it passed. TBC left the legislative phase of the campaign a much stronger organization than when they went in. Long-time Capitol staffers remarked they had not seen a grassroots campaign like the one TBC did in 2001 in over 10 years. This kind of recognition increased TBC’s credibility and enlarged their pool of organizational and political allies.

TBC capitalized on the threat of an anti-bike bill, which would have



Texas Bicycle Coalition’s campaign resulted in millions for Safe Routes to School programs throughout the state. Photo courtesy of Elizabeth-Table4Five@Flickr.

banned bikes from 30,000 miles of roadways, during the same time period. Their efforts on this issue helped to generate continued momentum to pass the positive legislation. At one point during the rulemaking phase, almost nine months after the Safe Routes to School bill's passage without any funding source, the program got a huge boost when the bill's sponsor announced \$3 million in funding for the Safe Routes to School program. Prior to the official call for projects announcement in August 2002, TBC visited all 180 members of the Texas Legislature with a press release and to thank them for voting to pass this momentous legislation for Texas children and neighborhoods. More than 300 daily and weekly newspapers ran an article about the call for projects.

Even though applicants only had four months to submit an application, by the end of the December 2002 deadline, the Texas Department of Transportation had received more than 300 applications for a total of \$45 million in requests for a \$3 million program. In February 2003, the Texas DOT commissioners announced the 27 projects selected and even increased the funding to \$5 million because of such high demand.

TBC's positioning as a leader within Texas on Safe Routes to School has resulted in a three-year \$1.5 million "Safe Routes to School Program" education and encouragement grant, funded in part by the U.S. Department of Education. The grant, awarded in October 2004, will help launch a massive bicycle safety, physical activity, and health awareness program aimed at encouraging children to bike and walk to school in 27 cities and towns in Northwest Texas. The training of 750 teachers, potentially reaching 38,000 fourth- and fifth-grade students in 298 schools, will require TBC to hire 13 full-time staff in 2005 to serve as local outreach coordinators.

Columbus, Ohio: Consider Biking spent over 15 months in their quest for the adoption of a complete streets policy by the Mid-Ohio Regional Planning Commission, starting with the first letter in April 2003 and ending with the July 2004 resolution. Consider Biking president John Gideon cites several reasons as key to the success of the campaign. Gideon believes he was fortunate enough to have a forward-looking metropolitan planning organization that really did want this policy.

Of course, having a little rivalry among the neighboring states who had already implemented the policy was a plus. Another factor that turned into an advantage was Gideon's position as a member of the MORPC Citizens Advisory Committee. This enabled him to stay connected with the process, plans, and staff. The campaign also provided some direct and indirect benefits to Consider Biking.

The campaign success demonstrated a direct benefit to Consider Biking by establishing instant organizational credibility and cementing their relationship with the MPO and local jurisdictions. Consider Biking is no longer perceived as a narrow interest group. The success has also created a demand and need for this type of advocacy organization in Ohio. The natural transition from having a regional success

gave Consider Biking more leverage to pursue changes at the state level with the Ohio Department of Transportation's policy on accommodating bicycles and pedestrians.

Consider Biking would also have done some things differently. If they had known MORPC better, they would have phrased the language in the first letter less aggressively. Consider Biking realized the need to include broader coalitions to show strength and would have liked more pedestrian and disability rights organizations to participate. (They were not interested at the campaign formation time.)

The key to creating and implementing successful campaign efforts is to honor the process. Make sure you account for all seven components of campaign planning when contemplating which activities to support your goals. If you go through this rigorous process, your campaigns will become stronger and your organization will emerge even stronger each time. Bicycle and pedestrian issues not only deserve this kind of attention and thoroughness, they demand it.

5: Communications (a toolkit)

Introduction

Complete streets is more than just a new name for what was once referred to as routine accommodation. The phrase is useful not just as a description of a policy but also as an independent communications tool. This phrase is active, flexible, and imbeds a fundamental message we want to send: that streets are not complete until they are safe and convenient for travel by foot or bicycle, as well as for public transportation users, older adults, people with disabilities, and people in automobiles. A street without such safe passage is by default “incomplete.” This puts us a step ahead of opponents who would like to characterize complete streets policies as mandates that are an expensive “special” accommodation. Since most Americans walk, and many bicycle, use public transportation, or have disabilities, this is an important reframing of the way we view the road network.

Even if you are not actively pursuing a specific complete streets policy, using the term can advance bicycle and pedestrian advocacy. This chapter is designed to help you do that.

This complete streets communications toolkit includes four components.

1. The basics for using complete streets
2. Using complete streets in everyday communications
3. A complete streets response to a cyclist or pedestrian death or injury
4. Using complete streets to build coalitions

The Basics for Using Complete Streets

The term “complete streets” is a description of streets that have been built for safe and convenient travel by all road users. It also describes policies that call for routinely providing for all transportation modes when building and reconstructing streets. While the principle will most often be invoked for better walking and bicycling, complete streets should also provide safe and convenient public transportation access and provisions for older adults and people with disabilities. Making common cause with these users is an important element in promoting complete streets policies.

Note that “complete streets” is not capitalized in general use. The phrase is not proprietary and we wanted to discourage any trend toward a narrow definition of the ultimate “Complete Street.”

A campaign to institute a complete streets policy can have a more formal name: Complete the Streets. Complete streets was initially coined by America Bikes in 2003 as part of the campaign to reauthorize the federal transportation law, and this campaign used the following two taglines:

- Complete the Streets—for safer bicycling and walkable communities
- Complete the Streets—for safer bicycling and walking

You can use these tags, but feel free to follow Complete the Streets with other secondary phrases. Already one organization has modified it for their campaign’s name to include the health message: “Complete the Streets for Active Communities.” You will want to choose one phrase and stick to it. Consistency is vital in good communications work.

The National Complete Streets Coalition, a collaborative of organizations working toward complete streets, including the Alliance, has created some tools for those interested in advancing the complete streets cause. Many resources and a customizable PowerPoint presentation explaining the principle are available on the coalition’s website: www.completestreets.org.

Using Complete Streets in Everyday Communications

Begin the complete streets transformation right away. Start by updating your existing communications with the term “complete streets.” Then use it in new communications. Get your allies to start using ‘complete streets’ and have resources available for others to use. If you’ve been using the term “routine accommodation,” simply replace it with “complete streets” in your communication materials. Look at:

- Policy statements
- Brochures describing your organizational goals
- Newsletter articles
- Website

When you are discussing bicycle- and pedestrian-friendly changes with decision makers, talk about remolding the same street materials into complete streets. Consider writing an article for your newsletter explaining the idea to your members, or updating your website. Use the term when speaking with reporters, in written testimony, and in meetings and conversations. In short, you will play a vital role in helping us propagate this term by using it whenever you can. We need this phrase

Adjusting Your Current Communications:

Original Newsletter Headline	Recommended Change
“All new roads lead to ‘routine accommodation’ for bikes, peds.”	“This new policy will complete the streets for bicycling and walking”
Original Text	Recommended Change
“The most efficient and least costly method to implement improvements is for the governing body to require that their transportation planners and engineers routinely improve the compatibility of bicycling and walking into every road and public transportation project. This will institutionalize bicycle and pedestrian planning and a “bicycle network” will emerge in short order.”	“The most efficient and least costly method to implement improvements is for the governing body to require that their transportation planners and engineers design every road and public transportation project to be complete –safe and convenient for bicycling and walking. This will institutionalize bicycle and pedestrian planning and a “bicycle network” will emerge in short order.”
Original Text	Recommended Change
“Good community design can increase opportunities for physical activity. Some examples of community design that promotes active living include: <ul style="list-style-type: none">• Providing routine accommodation for bicycle and pedestrian infrastructure in transportation projects.”	“Good community design can increase opportunities for physical activity. Some examples of community design that promotes active living include: <ul style="list-style-type: none">• Completing all streets with safe accommodations for bicycling and walking.

to become the shorthand for our nation’s transportation network that truly welcomes people on foot, bicycle, and public transportation. While you may have become comfortable using “routine accommodation,” try your best to eliminate it in all of your communication materials. It does not resonate with decision makers or the general public like “complete streets” does.

Look for new places to use the phrase: Next, you need to seek out those materials and situations where you can introduce the phrase “complete streets.” Think of things like:

- Letters to the Editor
- Public hearing testimony

Here is an example:

“If there is inequity in the transportation system, it lies in the fact that we as Americans fail to complete our streets for safer bicycling and walking.” (Letter to the Editor, Asbury Park Press, by John Boyle, Bicycle Coalition of Greater Philadelphia 1/22/04)

Ask your allies to use it: You have allies who believe in your cause and want you to succeed. Asking them to use complete streets in their

meetings, memos, and discussions is a direct opportunity and easy way that they can help. Ask allies like:

- Bicycle/pedestrian planners
- MPO officials
- Elected officials
- Smart growth advocates
- Safety advocates.

Disseminate complete streets resources. You can also put some of your organization's resources to work highlighting the principle. Consider:

- Adding a link on your website to the National Complete Streets Coalition: www.completestreets.org
- Presenting or posting to your website the complete streets Power-Point (with updated, local images and information)
- Creating a brochure or webpage about complete streets for your communities
- Collecting photos of complete streets and streets needing to be completed in your community

Avoid pitfalls: In your communications work, don't get bogged down trying to do the job of an engineer or planner. Stay focused on communicating the principle of complete streets. Complete streets policies are by necessity flexible and do not prescribe a single type of accommodation.

If reporters or officials try to pin you down about whether a complete streets policy will result in a specific type of facility, defer to the expertise of planners and engineers and focus on achieving the outcome of complete streets. Say to them, for example:

"I'm not sure what the best answer is for Smith Street, but I know the engineers and planners can come up with a solution that makes sure this important roadway is a complete street with safe provisions for people on foot and bicycle."

Be careful not to use complete streets to describe "poser" policies that leave so much wiggle room that they become meaningless, or that restrict accommodation only to roads in a bicycle or pedestrian plan. If you believe your complete streets policy is a strong policy, focus on how the policy will result in change on the ground.

A Complete Streets Response to a Death or Injury

Currently, every bicycle and pedestrian advocacy organization must respond to the deaths of cyclists and pedestrians in traffic crashes due to our nation's epidemic of incomplete streets. A full 13 percent of traf-

Sample Letter to the Editor:

Dear Editor,

The death/serious injury of [name] while riding a bicycle/walking on [road] is a heart-rending demonstration of why we need to do more to make our streets safer for bicycling and walking. [Road] is an incomplete street—it does not have provisions for safe travel via bicycle or foot.

[Our organization] is urging the city/county/state to start to build complete streets—roads that are safer for all travelers. Streets such as [road name] can be completed by building sidewalks or bike lanes, widening curb lanes, improving shoulders and intersections, or by installing traffic calming devices to slow traffic. Each complete street may look different. But when engineers build or reconstruct a road, they must take travel by foot and bicycle into account.

Sincerely,
[Executive Director, Organization]

fic deaths across the U.S. are bicyclists and pedestrians (Steele, 2010). These deaths are often the most serious consequence of a transportation system hostile to people on foot and bicycle, but they are usually regarded by the media as individual, unavoidable tragedies in which the cyclist or pedestrian victim is blamed. Official responses often focus on education rather than fundamental change, or accept it as inevitable (e.g., “The driver just didn’t see him/her. It is a tragedy.”). It is the advocacy leaders’ role to point out the more fundamental problems that likely contributed to the death or injury.

The complete streets concept can help you respond to such deaths in a way that educates people about the deficiencies in our transportation network. However, be sure that the facts fit this issue. A visit to the crash scene may be necessary to evaluate the street and see if an incomplete street may have been a factor in the crash. Avoid a fight over whether the incomplete street “caused” the death. Such a determination is the responsibility of the police and justice system. Simply state that the road was inadequate and point out this could have been one factor in the crash. **Once you have determined that an incomplete street could have been a factor in the death:**

- Determine exactly what is missing from the street where the crash occurred. Does the city/county/state have any future plans to improve the road?
- Decide whether to point out a specific problem or failure or if your message is more general education on why complete streets are necessary. This will be determined largely by your relationship with local governments.
- Write and distribute a complete streets press release—quickly. Coverage of such deaths will likely be short-lived. See the sample news release on page 83.
- Call the reporters who are covering the story to give them your

perspective and to encourage follow-up stories on conditions for bicycling or walking. Again, respond quickly. Reporters won't be interested a week after the crash.

- Write a Letter to the Editor. This is quick and easy and is a good fallback if you cannot get news coverage. See the sample letter on page 82.

Using Complete Streets to Build Coalitions

Sample News Release:

This news release is designed for general education; you can easily modify it to call for specific street improvements. Also, see real examples of complete streets press releases in the previous chapter on pages 60–64.

For Immediate Release
[date]

For more information, contact:
[name, phone]

Incomplete Street May Have Contributed to Cyclist Death

[Organization] calls for action

The death of cyclist/pedestrian [name] on [date] occurred on a street that is not designed for safe cycling or walking, according to [Organization]

"[Name] was riding on a street that is incomplete—it is designed without room for safe cycling," said [org leader]. "To prevent future deaths, our [local government] needs to start creating complete streets that are safe for people traveling by car, foot, or bicycle." [see additional sample quotes below]

While the police will determine who was at fault in the crash, the fact that no provision was made for motorists and cyclists to share the road may well have been a factor. [include details here about what the road is missing]

[Organization] has been urging [local government] to institute a complete streets policy, so that every road will be made safe for bicycling and walking. Complete streets can be created by building sidewalks or bike lanes, widening curb lanes, improving shoulders and intersections, or by installing traffic calming devices to slow traffic. **OR** Streets such as [road name] can be completed by building sidewalks or bike lanes, widening curb lanes, improving shoulders and intersections, or by installing traffic calming devices to slow traffic.

"Each complete street may look different. We are only asking that when engineers build or reconstruct a road, they take travel by foot and bicycle into account," says [org leader.]

"I support creating complete streets to avoid future tragic deaths and to give residents of [jurisdiction] safer places to bicycle and walk," says [local political leader.]

[Jurisdiction] has a bicycle plan, but it only covers some streets, and [road name] is not one of them. A complete streets policy would ensure that eventually every road would make provision for people on foot and bicycle.

OR

[Jurisdiction] has a bicycle plan, but this street has not yet been upgraded in accordance with the plan. "The fact that a cyclist has lost his/her life/been critically injured demonstrates the urgent need for these improvements."

[one sentence about your organization]

For further information, contact:

A couple of additional sample first quotes for news release are

- "This death occurred on a street that has narrow, high-speed lanes and no sidewalks. We call this an incomplete street—because it only provides for safe travel via automobiles and does not provide for travel on foot and bicycle," says [organization leader].
- "[Name] was riding through an intersection that does not provide for safe travel by foot or bicycle," says [organization leader]. "This high-speed road does not have enough space or proper signals for nonmotorized users. The [local government] needs to do more to create safe places to walk or bicycle."

Complete streets campaigns are a potential tool for creating diverse, powerful coalitions. The complete streets concept goes beyond the narrow focus of providing bike lanes and sidewalks. It is about routinely ensuring that the public right-of-way serves everyone. That means it has the potential for broad appeal.

National Momentum Is Building

The push for complete streets is taking hold in many sectors, from smart growth to the disabled community, from developers to progressive agency representatives. Many of these progressive organizations have been brought together to form the National Complete Streets Coalition.

Listed below is the National Complete Streets Coalition Steering Committee. More groups are involved with the coalition and taking part in its efforts; see www.completestreets.org/who-we-are/ for a more complete list.

- AARP
- Active Living by Design
- Alliance for Biking & Walking
- America Bikes
- America Walks
- American Council of the Blind
- American Planning Association
- American Public Transportation Association
- American Society of Landscape Architects
- Association of Pedestrian and Bicycle Professionals
- City of Boulder, Colorado
- Institute of Transportation Engineers
- League of American Bicyclists
- National Center for Bicycling and Walking
- Safe Routes to School National Partnership
- Smart Growth America (closely allied with the 1,000 Friends-type groups)

The Coalition is focusing its efforts on spreading the word about the benefits of complete streets and working with advocates and practitioners to get it right. As part of the Coalition, the Alliance works to help you connect with local representatives and allies of these organizations. If you already work with local representatives of these organizations, you can let them know that their national organization is getting behind complete streets.

As you can see from the list above, the concept of complete streets is also being adopted by engineers and planners who have a long-standing interest in the closely related campaigns for main street

revitalization, context-sensitive design, and multi-modal planning. For example, the Transportation Research Board's annual meeting (the mainstream transportation professionals conference) began featuring well-attended complete streets sessions and workshops in 2005, with sessions cosponsored by a mainstream committee normally associated with highway design.

Context-sensitive design, also known as context-sensitive solutions (CSS), is an internal movement to better integrate road projects with their surrounding community, and often includes discussion of bicycle and pedestrian facilities. This project-by-project approach, which usually is launched for a major project and involves extensive stakeholder participation, complements the complete streets policy approach as long as complete streets are part of the discussions.

The USA EPA, the Institute of Transportation Engineers, and the Congress for the New Urbanism (CNU) have released Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities, which tackles the full complexity of designing roads that work for all users as well as the destinations adjacent to the road. You can read more about this project and CSS at www.ite.org/css/. As an advocacy leader, you can help bring these new resources into your communities.

Another issue to watch is the intersection between the Americans with Disabilities Act and complete streets. The FHWA has issued a draft of a new policy directive that directs transportation agencies to meet accommodation requirements by considering the entire right-of-way for each road improvement project. For example, a roadway reconstruction project would have to consider pedestrian access. This could be a potentially powerful tool in pushing for complete streets.

Building Support for Your Campaign

In building your own local campaign, you can approach many potential supporters including others who use your communities' roads, public health groups, smart growth organizations, community development organizations, progressive planners and engineers, and others.

Others who use the roads: Pedestrian groups, people with disabili-



Complete streets campaigns can engage a variety of stakeholders and interests. Photo courtesy of Transportation Alternatives.

ties, representatives of older people and children (AARP, PTA), public transportation users and public transportation agencies, truck drivers, motorcyclists, and motor-vehicle drivers all benefit from having safer places for everyone to travel. For example, you may be able to work for complete streets on a micro level by making common cause with neighborhood groups dealing with traffic. Traffic calming should be considered a piece of the complete streets picture. If you already have a relationship with your public transportation agency, talk to them about how they interact with your DOT or public works department.

Public health groups and staff: These groups want to increase walking and bicycling to improve health and may lend important credibility and support. These groups may include the state chronic disease and injury prevention staff, your local public health agency, the American Heart Association, or the American Lung Association. The local parks department may also be involved in the active living movement. More and more parks are helping promote physical activity through bicycling and walking, both inside and outside park borders.

Smart growth groups: This may include a local smart growth advocacy group, a smarter growth business coalition, and environmental groups. They most likely are already familiar with creating walkable communities, and may be involved in promotion of traffic calming, so complete streets should be an easy sell.

Community development groups: Many towns have redesigned their main streets to be more pedestrian friendly as part of plans to revitalize their community. Chambers of commerce or community development corporations may be receptive to taking the idea beyond main street and pedestrian-only issues.

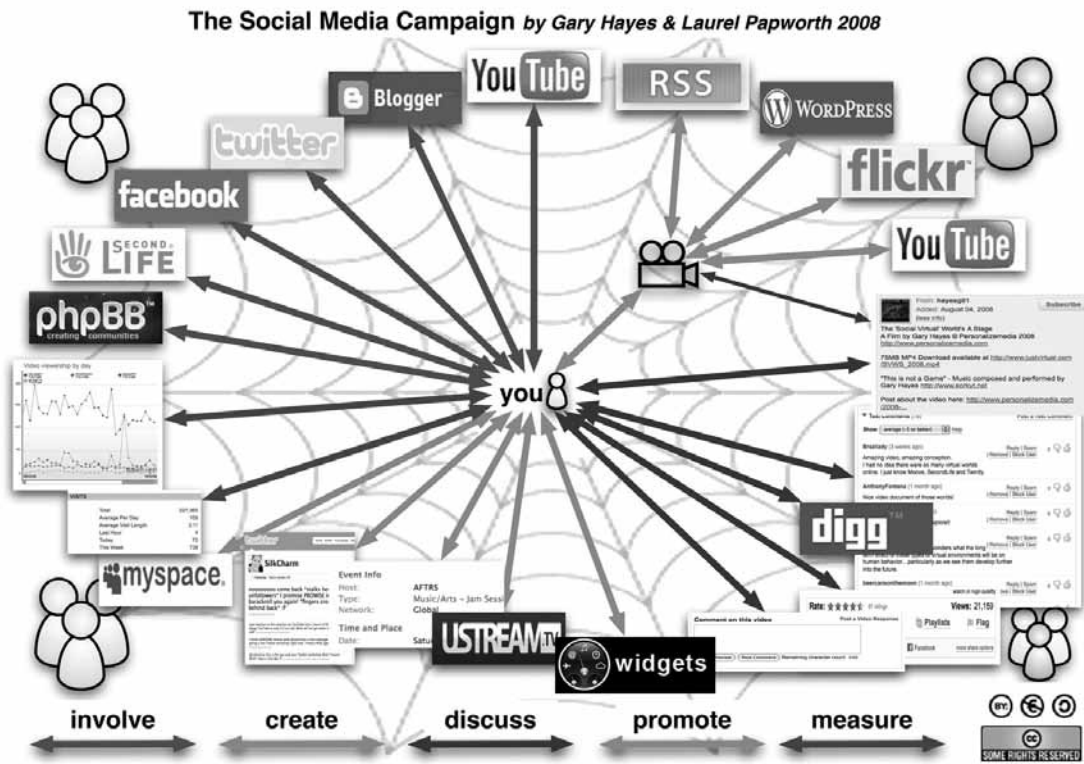
Progressive planners and engineers: You know who they are. You can tell them that the Institute of Transportation Engineers and the American Planning Association are supportive of the concept.

Get Creative!: The complete streets concept also has broad enough appeal for educating or enlisting groups as diverse as the League of Women Voters, Sierra Club local chapters, and the Rotary Club.

Enlisting Campaign Supporters

Have a Conversation

Advocates can begin a complete streets campaign by interviewing people from some of these groups. Would a complete streets policy help them meet their goals? What problems would complete streets address for their constituency? What would be essential for them to support a complete the streets campaign? This could begin with a presentation using the basic complete streets PowerPoint, available at



The social media landscape is an interconnected web of ways to create and share new communications pieces, involve supporters and build your network, discuss issues and engage your community, promote your campaign and asks, and measure the effectiveness of your efforts. Read more about some potential social media tactics in Chapter 3, page 59. See examples of how some organizations are using social media to advance their complete streets campaigns and enlist new supporters on pages 88–90. Image courtesy of Gary Hayes and Laurel Papworth.

www.completestreets.org, which can be downloaded and customized.

Then, have a conversation with them. Ask if a complete streets policy would help them meet their goals. What problems would complete streets address for their constituency? What would be essential for them to support a complete streets campaign? You will probably learn quite a bit through this process and will be building a valuable long-term partnership.

Engage Supporters

Even if you are not ready to launch a full-blown complete streets campaign, you can be sure these discussions continue by asking them to sign a petition, write a letter of support, or endorse a proposed resolution. This can be important early groundwork for a campaign. Also, these asks are critical for keeping supporters engaged in your campaign and developing a sense of ownership in the eventual outcome.

As discussed in the previous chapter, there are a number of ways to communicate with and engage campaign supporters. Websites, blogs, and social media are all effective tools to reach new supporters, and keep existing supporters engaged. For examples of complete

Sample Facebook Page from Minnesota Complete Streets Coalition

Firefox File Edit View History Bookmarks Tools Window Help

Most Visited - Getting Started

Bookmarks

Search:

Bookmarks Toolbar

Bookmarks Menu

Unsorted Bookmarks

Address bar: <http://www.facebook.com/pages/Minnesota-Complete-Streets-Coalition/134659898031>

Facebook

Sign Up

Keep me logged in ☐ kristenregina@gmail.com

Forgot your password? Password

Login

Minnesota Complete Streets Coalition is on Facebook

Sign up for Facebook to connect with Minnesota Complete Streets Coalition.

Minnesota Complete Streets Coalition

Wall Info Photos Discussions Notes Events

Minnesota Complete Streets Coalition + Fans

Just Fans

Minnesota Complete Streets Coalition

Minnesota Complete Streets Coalition The Duluth City Council unanimously passed a Complete Streets resolution today! They are the 6th community in Minnesota to adopt a local resolution. The attachment is the language.

www.duluthmn.gov

March 8 at 9:07pm · Comment · Like

Ruth, Dobrila and Adam like this.

Peter Bryfogle I heard the Ramsey County passed a resolution in support of the state complete streets bill as well.

March 9 at 3:07pm

Minnesota Complete Streets Coalition

The Complete Streets bill passed the House Finance Committee today and is on its way to Ways and Means. To the floor soon! The hearing was not without controversy, so make sure to let your legislators know that you support Complete Streets (or thank them if they are a co-author).

Get Involved - Minnesota Complete Streets Coalition

Information

Founded: July 2009

Find: Next Previous Highlight all Match case

Transferring data from profile.ak/fbcdn.net...

Sample Twitter Page

from Minnesota Complete Streets Coalition

The screenshot shows a Firefox browser window displaying the Twitter profile of MN_CompleteSts. The browser's address bar shows the URL http://twitter.com/MN_CompleteSts. The Twitter profile header includes the name "MN_CompleteSts", location "Minnesota", and a bio: "Streets Coalition is working to promote a statewide policy and ongoing implementation of Complete Streets designs across jurisdictions." The profile statistics show 32 following, 159 followers, and 15 tweets. The main content area features a tweet from "MN_CompleteSts" stating: "The MN complete streets bill passed the Senate Transportation Budget committee yesterday. That's 4 committees down and 2 to go!" The tweet is timestamped "about 9 hours ago via TweetDeck". Below the tweet, there are three retweets: "Letter to the editor in Duluth: 'we all should support Duluth's new complete streets policy' indeed! <http://bit.ly/blrahj>" (7:20 PM Mar 15th via TweetDeck), "Transformative NYC DOT Commissioner Janette Sadik-Khan will speak in Minneapolis March 30 <http://bit.ly/aWY9GZ>" (7:05 PM Mar 15th via TweetDeck), and "RT @completestreets: Be sure to read the new USDOT Policy Statement on Bicycle and Pedestrian Accommodations! <http://bit.ly/b140dZ>" (6:53 PM Mar 15th via TweetDeck). The browser's status bar at the bottom indicates "Done".

Sample Flickr Page

from Michigan Complete Streets Coalition

flickr from YAHOO!

Home The Tour Sign Up Explore

Michigan Complete Streets

Group Pool Discussion 20 Members Map Join This Group

Group Pool 298 items | Only members can add to the pool. [Join?](#)

Search this group's pool

Search

You aren't signed in Sign In Help

League of Michigan Bicyclists (a group admin) says:
21 Jul 09 - NOTE: All photos submitted to the MI CS Group must now be Geo Tagged on the Group Map with street location. For help see [link](#)

Visit the Lansing Complete Streets Photo Project website for comprehensive how to instructions on posting photos

Discussion 1 post! Only members can post. [Join?](#)

Title	Author	Replies	Latest Post
Senator Harkin, Rep. Matsui Introduce Complete Streets Act of 2009	League of Michigan Bicyclists	0	12 months ago



» More

streets campaigns utilizing social media, see pages 88–90. For a model action alert and sample letter to engage campaign supporters, see pages 67–68.

Bring in an Outside Expert

Another way to build support, particularly among community groups and decision makers, is to bring in an outside speaker or expert. A number of consultants and groups conduct “walkable community workshops” and, if they are involved with creating complete streets, can easily expand these for complete streets. They will come in to introduce these concepts and help communities solve transportation problems. The Pedestrian and Bicycle Information Center’s Pedestrian Audit Course and Safe Routes to School Course as well as the National Center for Bicycling and Walking’s Walkable Communities Workshops are three such resources.

While these programs generally work through problems on specific streets or corridors or in school zones, they can be used to support the more general concept of providing complete streets every time. The Association of Pedestrian and Bicycle Professionals also offers introductory complete streets workshops for planners, engineers, and other decision makers. These have proven very helpful in building support among elected officials and those who were sitting on the fence.

Promote the Complete Streets Concept

If you know that you won’t be able to launch a campaign for a complete streets policy any time in the near future, consider submitting short articles about the complete streets concept to the newsletters of your target organizations. Just getting more people using the phrase is an important early goal.

Use Your Expertise—Innovate!

Building a strong and diverse coalition will be an essential element of any full-blown complete streets campaign. These suggestions are only the beginning of that process. Be sure to share your innovative ideas with us as your campaign progresses!

From Vision to Victory

Now it’s time for you to take what you have learned from this *Guide*, plug in your own talents and innovations, and bring your unique campaign to your community. The Alliance invested in this *Guide* to help you succeed with your campaigns, but our support doesn’t end there! We look forward to assisting you as you move ahead. Please contact us anytime for advice or assistance at info@PeoplePoweredMovement.org.

Good luck turning your vision for complete streets into victory!

APPENDIX A

Campaign Examples

Example 1: Local Sales Tax (for Bike/Ped and Safe Routes to School)	
Title:	Measure A: Transportation Sales Tax
Alliance organization:	Marin County Bicycle Coalition (MCBC)
Location:	Marin County, California
Level:	Local
Type of campaign:	Legislation
Description:	A half-cent sales tax increase that will generate approximately \$331 million over the next 20 years dedicated to local transportation projects, including \$36 million for Safe Routes to School and a complete streets policy. All projects will consider all users, including transit, bicyclists, and pedestrians.
Adoption date:	November 2, 2004
Policy online:	www.marinbike.org/Campaigns/Infrastructure/MeasureAPlan.pdf
Alliance leader time involved:	6+ years. Staff attended every meeting of the Transportation Authority of Marin. MCBC committed to working on the passage of the transportation tax the day after its defeat in 1998.
Organization direct benefit:	1) Bragging rights to membership by telling them MCBC helped shape Measure A, the most powerful transportation tax that will come along in 20 years; 2) MCBC currently operates Safe Routes to School program under a \$240,000 contract with the city, providing funding for 3.5 FTE staff.
Indirect benefit:	1) Instead of being on the outside, MCBC is on the inside and considered a team player by city agencies; 2) Showed elected officials and city agencies that bike people had the power to get voters mobilized and get things done.
Issue focus:	Traffic is bad and getting worse. The public wanted more places to walk and bike safely. They were ready to participate and hear other solutions, especially since the transportation tax failed on three other attempts in 1980, 1990 and 1998. The public was ready to participate and give their input into how to fund transportation alternatives while considering the needs of bicyclists and pedestrians.
Campaign goals: Strengths/Weaknesses:	Secure voter approval of a half-cent sales tax increase that would generate roughly \$331 million over 20 years, in four key strategies: school access; infrastructure; transit and HOV; and bikeway. The overall goal was to develop a plan to increase mobility and reduce traffic congestion.

Allies:	It was a first for environmentalists and businesses to work together. Once the transportation sales expenditure plan was created, more than 100 organizations joined as allies to pass the measure with 71% of the vote. Supporters included the Association of Realtors, Marin Commission on Aging, Sierra Club, Greenbelt Alliance, Builders Association, and Transportation Alternatives for Marin.
Opponents:	Tax payer union.
Strategy:	MCBC had a two-part strategy. First, get bicycle and pedestrian elements included in each of the four strategies designated in the transportation sales tax expenditure plan. Meetings with a Marin County supervisor allowed MCBC to hear what would work and what would win if they were going to fit what they wanted into the four expenditure categories previously established. MCBC showed how they were supporting the measure's overall goals by identifying how MCBC goals related to theirs. The second strategy was helping get the transportation sales tax plan approved by two-thirds of the voters.
Target decision makers:	Transportation Authority of Marin served as the decision-making body for the elements in the plan and included representatives from the County Board of Supervisors and each of the 11 cities and towns.
Public audiences:	Parents of students and education officials.
Communication methods:	Organized letters to the editor efforts among supporters and kept members informed through the newsletter and website. Trained parents to speak on congestion management and recommending bicycling and walking as alternatives to being driven to school in motor vehicles. MCBC used the voter polls to show the existing public support for Safe Routes to School. They provided easy-to-use sound bite quotes for the media and stayed consistent on their message "bicyclists and pedestrians are part of the solution."
Tactics:	MCBC staff attended every meeting of Transportation Authority of Marin for six years to serve as the voice for bicyclists and pedestrians and to get bike/ped elements included in the expenditure plan. They created a position paper outlining their goals and the exact amount of funding they desired in each of the four strategies presented in the plan. They showed how bicycling and walking improvements would improve the mobility in their community and provided sample language. The paper was heavily circulated to the Transportation Authority and the five citizens advisory committees. MCBC organized rallies of schoolchildren and people with disabilities to garner positive media attention. They also developed email alerts, downloadable posters, and held phone banking out of their office. Election day morning found 40 volunteers organized by MCBC positioned at strategic freeway entrances holding signs saying, "Yes to Measure A."
Resource management:	Measure A was included among MCBC's list of projects in their membership solicitation and fundraising materials. MCBC coordinated more than 100 volunteers during the six-year campaign, especially to hold signs on election morning.

Keys to campaign success:	1) consistent message for 6 years; 2) used Position Paper to show why voters would support walking and bicycling; 3) by demonstrating strong grassroots organizing to get people to show up, they left the impression as a strong team player and earned a seat at the table.
Things to do differently:	If other communities embark on a transportation sales tax, realize that despite what could be a long-term haul, you have to know the biggest payoff comes at the end and is only possible if you stick with it and put forth your vision. By attending every meeting, MCBC staff was better able to assess and know when to call out the troops.
Other comments:	After the four category expenditure amounts were finalized, the High Occupancy Vehicle lanes category received an extra \$10 million in funding from an outside source. The Commissioners debated about changing the percentage from \$25 million to \$15 million and allocating the extra money to a different category. Because former executive director Deb Hubsmith was at the meeting, she advised them during the public comment period to keep the \$10 million in the original category and to expand the category's definition to include bicycles. Deb suggested that the money be used for the completion of the much-needed 2-mile section of multi-use path on the North-South Greenway. What could happen in 30 seconds? The members of the Commission took about 30 seconds to deliberate over Deb's suggestion and instead of shifting the money to another category, they kept the \$10 million in the original category and expanded the definition to include bicycles. It pays to show up.

Example 2: Statewide Legislation (Safe Routes to School)	
Title:	Texas Safe Routes to School
Alliance organization:	Texas Bicycle Coalition (TBC)
Location:	Texas
Level:	Statewide
Type of campaign:	Legislation
Description:	House Bill 2204, 77th Texas Legislature, directed the Texas Department of Transportation (Texas DOT) to establish the Safe Routes to School Program. The grassroots campaign after the bill's passage focused on generating high demand for the first Call for Project applications. TBC had less than four months from the time the announcement was made in August 2002 to demonstrate to the Texas DOT Commissioners the popularity and demand of the new program.
Adoption date:	June 15, 2001 (signed by Governor)

Policy online:	http://www.legis.state.tx.us/billlookup/History.aspx?LegSess=77R&Bill=HB2204
Alliance leader time involved:	3.5+ years; 2 years to pass legislation; 1 year to adopt the project selection rules; and 6 months to promote the first Call for Projects.
Organization direct benefit:	1) Program's popularity generated \$45 million in requests for a \$3 million program call; 2) DOT increased funding to \$5 million after seeing the demand in the form of more than 300 project applications in less than 4 months; 3) In October 2004, TBC was awarded a three-year federal grant for \$1.5 million to administer a Safe Routes to School education and encouragement program in 300 schools and 27 cities in Northwest Texas.
Indirect benefit:	1) Shifted the debate with the Texas DOT about creating good bike and ped facilities; 2) witnessed DOT's attitude change from resistant to enthusiastically embracing the program over 24-month period; 3) built stronger relationships and increased credibility with Texas DOT and state and federal legislators; 4) positioned TBC to be a leader within Texas on Safe Routes to School.
Issue focus:	Schoolchildren are not getting enough healthy exercise and traffic congestion around schools is burgeoning; safe biking and pedestrian facilities in and around schools, which encourage self-transportation, will relieve both situations.
Campaign goals:	Get legislation passed, then: 1) Create a citizen's advisory committee for the project application selection; 2) create high demand through promotion and encouragement for communities to partner with their school districts and submit an application within the 4-month application period; 3) Encourage 250+ bike shops to play a prominent role in promoting the Call for Projects within their communities.
Strengths/weaknesses:	1) TBC was well prepared before the Texas legislative session started; hired a professional lobbyist, along with a volunteer campaign consultant and volunteer campaign manager; 2) difficult for politicians to be against safe children; 3) completed major overhaul of website before the legislative session.
Allies:	High profile groups such as Texas Medical Association, Texas Association of Parents and Teachers, Texas Hospital Association, Texas Association of Health, Physical Education, Recreation and Dance.
Opponents:	Initial resistance by some legislators and Texas DOT.
Targets:	Decision makers: State legislators, Texas DOT commissioners Public audiences: PTA, school superintendents, teachers, mayors, and city managers.
Communication:	During legislative session, website generated 350+ new members; during Call for Project period, 300+ newspapers printed articles over four months; email action alerts; great public relations tool by using bike shop's customer list and crossed with enhanced voter registration lists to customize all mailings.
Tactics:	Use enhanced voter list to find bicyclists and "Super Voters," targeted letters to transportation commissioners; identify constituents to send letters to committee members before public hearings; email

	<p>was a "new" technology in reaching legislators in 2001, generating thousands of responses which took elected officials by surprise; kept supporters informed with daily posting of new activities on website; avoided list fatigue by only sending members action alerts for their specific legislative districts; give legislators a new impression of range of constituents by having attorneys, doctors, engineers, and even a 12-year-old testify, who were all bicyclists, testify at committee hearings. TBC did not overplay their presence in the committee hearings by having too many people testify.</p>
Resource management:	<p>Fundraising plan included bike shops (\$37K); individual donors through special appeal letter and website (\$30K) plus 350+ new members; and Bikes Belong (\$10K) grant supplied creation of new website dedicated to Safe Routes to School and promotional materials for Call for Projects announcement. More than 100 cyclists attended the 1st Cyclists in Suits Bike Lobby Day at the Texas Capitol; listserv managers from different bike clubs and websites would forward action alerts to their members.</p>
Pros/cons of campaign	<p>Pros: 1) Increased credibility and enlarged pool of organizational and political allies and potential allies; 2) broadened the constituency for communities realizing they could have bicycling and walking as part of their plans; 3) involved bike shops as way to reach into communities. Cons: 1) Did not anticipate one year of unfunded staff time during the rulemaking and adoption process; 2) became identified as clearinghouse for Safe Routes to School in Texas and spent a lot of time answering questions about the application process that was not funded; 3) risk of staff burnout</p>
Things to do different:	<p>1) Must secure additional funding sources after any type of legislation victory for promotion and administrative rules adoption process; 2) Prepare bike shop owners with specific instructions for "enhancing" their customer lists with voter registration lists before the campaign so you have everything in-house and are ready to respond with targeted mailings in the moment of urgency.</p>
Other comments:	<p>1) Positive hype about program's gaining popularity enabled the bill's sponsor to announce \$3 million in funding almost 8 months after the bill passed; 2) able to win over the senator of a key committee by sending 6,000 "friendly" pieces of mail to constituents in the senator's district, acknowledging her solid support on bicycling issues and informing the legislator's staff.</p>

Example 3: Local Policy (Complete Streets)

Title:	MORPC Bicycle and Pedestrian Planning Policy: Routine Accommodations 2004
Alliance organization:	Consider Biking (formerly Central Ohio Bicycle Advocacy Coalition)
Location:	Mid-Ohio Regional Planning Commission: the Metropolitan Planning Organization (MPO) for Central Ohio
Type of campaign:	Resolution by MPO with detailed policy
Description:	Required to accommodate bicycles and pedestrians in the planning and design of all proposed transportation projects using MORPC-attributable federal funds.
Adoption date:	July 22, 2004
Policy online at:	www.morpc.org and www.ConsiderBiking.org
Alliance leader time involved:	15 months and 200 hours. Between April 2003 when Consider Biking lodged objections to MORPC TIP and adoption of MORPC routine accommodation policy on July 22, 2004, approximately 200 hours were spent on advocating for this policy.
Campaign materials to share:	More than 15 attachments available by request through Alliance Organization direct benefit: 1) changed local policy so all transportation agencies in the state adopt the policy; 2) established organizational credibility; 3) natural transition to switch from MORPC success at the local level to pursue the state department of transportation to adopt the policy. Indirectly, the organization's success of passing this policy is helping to establish and build the need for this type of advocacy organization.
Issue focus:	A review of the MORPC Transportation Improvement Plan revealed almost none of the projects approved included accommodations for bicycling and walking. In April 2003, Consider Biking objected to MORPC's TIP and to granting federal funding to projects due to failure to comply with federal law requiring "due consideration."
Campaign goals:	Encourage MORPC to adopt a complete streets policy. This subsequent success led Consider Biking to prioritize other goals and apply pressure to the Ohio Department of Transportation. None of the 1,400 projects listed in the Ohio DOT Statewide Transportation Improvement Plan included accommodations for bicycling or walking.
Strengths/weaknesses:	Volunteer campaign with no paid staff.
Allies:	MORPC staff.
Opponents:	No organized opposition, except Franklin and Columbus county engineers objected to language that could have been interpreted as setting a minimum percentage to be spent on accommodating bicycling and walking in each project.
Strategy:	Consider Biking submitted a letter to MORPC in April 2003 demanding that all federal funds be withheld from all projects listed in the TIP that did not include bicycling and walking as required by federal transportation law and policy. In May 2003, Consider Biking sent a letter to the Federal Highway Administration with objections regarding Ohio DOT's 2004-07 STIP, copying Ohio DOT.

Targets:	Primary: MORPC Commissioners, FHWA Division Office and Ohio DOT director; Secondary: Ohio Governor; Public audiences: Bicycle retailers and clubs, alternative transportation organization and Association of Railroad Passengers.
Communication methods:	Used rhetorical arguments; public health information and sample text from other jurisdictions in all correspondence and testimony.
Tactics:	Attended official meetings; submitted comments; encouraged testimony at public hearings; worked the political process; and helped write and revise language.
Resource management:	\$0 budget; volunteer campaign with no fundraising plan.
Volunteers:	Consider Biking president served as primary volunteer; enlisted support from 8 organizations in letter to Federal Highway Administration objecting to Ohio's Draft FY 2004-2007 Statewide Transportation Improvement Program.
Keys to campaign success:	1) Fortunate enough to have forward looking MPO that really did want the policy; 2) rivalry among neighboring states and MPOs; 3) Consider Biking president served as a member of the citizen advisory committee. This helped him stay connected with MPO plans, process, and staff.
Pros/cons of campaign:	1) Cemented relationship with MPO and the jurisdictions; 2) Consider Biking is not perceived as narrow interest group and the process got Consider Biking working with MPO; 3) Downside from MORPC's point of view was the aggressive tone or "demand" of the letter, indicating that the tone of the letter was not necessary.
Things to do differently:	1) Use less aggressive language in the first letter to MORPC if advocacy organization had known MORPC better; 2) include more pedestrian and disabled organizations as coalition partners but they were not interested.
Other comments:	1) Supportive, sympathetic staff at MPO; 2) adoption of policy at rival MPO in northeast Ohio in fall of 2003 challenged leadership position of MORPC; 3) serious threat to federal funding for local transportation projects if they did not adopt routine accommodation policy. Consider Biking has periodic meetings with bike/ped planner to check on how the new policy is working with MORPC. Consider Biking wants to ensure new policy has measurable results and has suggested using the PennDOT Bicycle/ Pedestrian Facilities checklist of July 2001.

APPENDIX B

Blueprint Worksheet

ALLIANCE FOR BIKING & WALKING

CAMPAIGN PLANNING BLUEPRINT

1

DEFINE ISSUE

FOR THE ISSUE

FOR THE ORGANIZATION

2

SET GOALS

ASSESS RESOURCES

4

STRATEGIZE TARGETS

DECISION MAKERS (1st)

SECONDARY TARGETS (2nd)

PUBLIC AUDIENCES

5

COMMUNICATE

GENERAL MESSAGE SLOGAN

STORY

MEDIA OPPORTUNITY

6

SET TACTICS & TIMELINES

MANAGE RESOURCES

CAMPAIGN BUDGET

DONORS AND FUNDRAISING

RECRUIT VOLUNTEERS

7

EVALUATE

CAMPAIGN

REASSESS GOALS, ALLIES, OPPONENTS AND TARGETS

ORG. STRENGTHS

OTHERS - ALLIES

ORG. WEAKNESSES

OPPONENTS

PREPARE

DATES

ORGANIZATION

LAUNCH

DATES

LEADER

WRAP-UP

DATES

CAMPAIGN

item

cost

date

milestone

Find a larger version of this blueprint online at www.PeoplePoweredMovement.org/library and search "blueprint." Or, email info@PeoplePoweredMovement.org to request a copy.

99

APPENDIX C

Complete the Streets Survey Form

This survey was distributed to organization leaders and bicycle-pedestrian planners.

Thank you for taking the time to answer the Alliance survey on complete streets policies. We are using this information to create an inventory of policies now in place as well as of active campaigns to institute complete streets policies.

Please answer the following questions to the best of your ability: We realize that you may not have the answers to every question. To answer the survey without disturbing its layout, hit the Insert key on your keyboard or double-click the OVR button in the status bar at the bottom of the Word screen.

You may return the survey electronically by emailing it to barbara@bmccann.net. Questions or comments? Contact Barbara McCann at 202-641-1163 or bmccann@completestreets.org.

Your Name:
Title:

Phone:
Email address:

What is a complete streets policy?

Complete streets policies call for creating safe and convenient bicycle, and pedestrian, and public transportation accommodation on every road built or reconstructed (sometimes called "routine accommodation"). These facilities can be quite varied, ranging from separate paths to sidewalks and bike lanes to wide shoulders or wide curb lanes, but a justification is required if no bicycling, and/or walking, and/or public transportation improvements are made.

What is not a complete streets policy?

Policies that:

- limit consideration of accommodation to roads in a bike or pedestrian plan.
- ask for some justification of need before a bicycle or pedestrian accommodation facility is included.
- simply encourage consideration without any requirement.

We do want to include policies which appear to require complete streets, but which have not succeeded in doing so because of implementation failures.

Questions:

What is the name of the policy?

What jurisdiction does the policy cover?

What is the origin of the policy?

___ State legislation

___ City/county council resolution/ordinance

☐ Internal DOT guidance or directive
☐ Integration with street design manual
☐ Other: _____

When was it adopted? (For advocates working toward new policies, see below)

Where can the complete original language be found on the Internet?

Was there a press release on its adoption/implementation and where can a copy be located/obtained?

If not available on the Internet, can you give a one-sentence summary of the policy?

What are the exceptions allowed in the policy?

☐ Excessive cost
☐ Absence of need
☐ Bridges
☐ Insufficient right of way
☐ Conflict with local plans
☐ At the discretion of a top official
☐ Other: _____

Must the exceptions be formally justified?

☐ Yes ☐ No

Is the policy being successfully implemented?

☐ Yes ☐ No

What issues are hampering implementation?

What are the financial considerations surrounding the policy? Does it include dedicated funding, either for facilities or for administration?

Are there any quantifiable outcomes being tracked at this point, such as number of streets “completed”; an increase in biking/walking; or any other statistics?

☐ Yes ☐ No

Can you provide some of these statistics here?

If yes, which organizations and/or individuals were involved?

Have advocates been involved in moving toward implementation?

Were advocates involved in getting the policy adopted?

☐ Yes ☐ No

Has there been any opposition to the policy?

☐ Yes ☐ No

If yes, can you tell us what opponents have said and who the opponents represent? Who else should be contacted for further information? (Please provide a phone number or email.)

Is there anything else you would like to add?

Additional Questions for Advocates:

If you are an advocate working toward or who has a complete streets policy now, please answer these questions according to what has been done to date.

Is your policy in place, or in process?

☐ In place ☐ In process

Did you originate the movement for a complete streets policy, or support an effort begun by other players (elected officials, transportation or planning department officials)?

☐ Originated with advocates ☐ Originated by others

Who have been your biggest allies and supporters in seeking and implementing a complete streets policy?

How much time have you or your organization spent in total advocating for adoption of the policy?

If policy is in place, how long did it take from the first introduction of the idea to implementation?

What activities have you engaged in while working to achieve the policy?

- ☐ Attended official meetings and submitted comments
- ☐ Arranged meetings with officials
- ☐ Circulated petitions
- ☐ Engaged in a public media campaign
- ☐ Encouraged testimony by members at public hearings
- ☐ Worked the political process
- ☐ Helped write and revise language
- ☐ Other: _____

How much has this work cost your organization?

What information helped with your advocacy?

- ☐ Local biking/walking statistics (use, crashes, etc.)
- ☐ Rhetorical arguments for balanced transportation
- ☐ Fiscal arguments
- ☐ Public health information
- ☐ Technical information on feasibility
- ☐ Sample text and examples from other entities/jurisdictions
- ☐ Other: _____

What do you believe have been the top three keys to your complete streets success?

What three things would you do differently if you were starting from scratch on your complete streets effort?

Thanks again for completing this survey! Please email it back to barbara@bmccann.net.

APPENDIX D

Policies Surveyed for 1st Edition

[For a more complete analysis of policies through December 2008, please download the Complete Streets Policy Inventory and Evaluation published in AARP's Planning Complete Streets for an Aging America, available at: <http://assets.aarp.org/rgcenter/ppi/liv-com/2009-02-streets.pdf>]

Policy	Level	Type	Adopted	Description	Original Source
FHWA policy		policy guidance	02/28/00	Original FHWA guidance based on language in TEA-21.	www.fhwa.dot.gov/environment/bikeped/design.htm#d4
California DDOT Deputy Directive 64	state	internal policy (Deputy Directive 64)	03/26/01	"The Department fully considers the needs of nonmotorized travelers (including pedestrians, bicyclists and persons with disabilities) in all programming, planning, maintenance, construction, operations and project development activities and products. Adopts best practices from USDOT policy statement.	www.dot.ca.gov/hq/tpp/offices/bike/DD64.pdf Note at: www.calbike.org/acr211.asp you can see the state legislature's August 2002 resolution urging local jurisdictions to adhere to DD-64 and the FHWA guidance document.
Sacramento County, California routine accommodation sales tax initiative	county & all cities in county	tax ordinance, 30-year sales tax	11/02/04	One sentence requires routine accommodation of bicyclists and pedestrians in all projects funded by half-cent sales tax.	www.sta.sacramento.ca.us/pdf/
San Diego, California City Street Design Manual	city	manual	11/25/02	Basically, every street is required to have bicycle and pedestrian accommodation.	www.sandiego.gov/planning/pdf/intro.pdf
Santa Barbara, California Circulation Element, General Plan	city	plan, general	09/01/98	Policies direct sidewalks, bike lanes, improved roads, consider all modes when doing project; "achieve equality of convenience and choice among modes."	Find Circulation Element link at: www.santabarbaraca.gov/Government/Departments/PW/Transportation+Planning+and+Alternative+Transportation.htm
Sacramento, California Pedestrian Friendly Street Standards	city	resolution of city council amending general plan	02/24/04	Street design manual that integrates bike/ped: Eliminate rolled curb; Include separated sidewalk on all streets; Reduce widths of collector and arterial streets; Reduce travel lane widths on arterial streets; Add bike lanes to all new collector streets.	www.pwsacramento.com/traffic/streetrevisions.html

San Diego County, CA tax	county	tax ordinance, reauthorization of county transportation tax	11/02/04	"All new projects, or major reconstruction projects, funded by revenues provided under this Ordinance shall accommodate travel by pedestrians and bicyclists, except where pedestrians and bicyclists are prohibited by law from using a given facility or where the costs of including bikeways and walkways would be excessively disproportionate to the need or probable use. Such facilities for pedestrian and bicycle use shall be designed to the best currently available standards and guidelines."	www.sandag.org/index.asp?projectid=255&fuseaction=projects.detail See Section 4(D)(3). D
Boulder, Colorado Multimodal Corridors & Transportation Network Plans	city	plan	01/01/96	Designated Multi-Modal Corridors are getting extra investments for auto, bike, ped & bus; Transportation Network Plans create multimodal plans within specific geographic areas.	www3.ci.boulder.co.us/publicworks/depts/transportation/master_plan_new/multimodal/multimodal.htm
Florida Bicycle & Pedestrian Ways statute	state	legislation	1984	"Bicycle and pedestrian ways shall be given full consideration in the planning and development of transportation facilities, including the incorporation of such ways into state, regional, and local transportation plans and programs. Bicycle and pedestrian ways shall be established in conjunction with the construction, reconstruction, or other change of any state transportation facility, and special emphasis shall be given to projects in or within 1 mile of an urban area."	2003->Ch0335->Section%20065">www.flsenate.gov/Statutes/index.cfm?App_mode=Display_Statute&Search_String=&URL=Ch0335/SEC065.HTM&Title=>2003->Ch0335->Section%20065 For implementing FDOT policy, see section 8.1 of the Plans Preparation Manual, www.dot.state.fl.us/rddesign/ppp/M%20Manual/2004/Volume%201/V1Chap08.pdf
Illinois Bureau of Design & Environment, Bicycle & Ped Accommodations	state h'ways	internal policy; DOT directive	09/01/95	If specific needs "warrants" are met, then curbed urban roads should include (typically) 13' outside lanes or (rarely) bike lanes, and rural roads should have paved shoulders of width depending on the situation.	www.dot.state.il.us/desenv/BDE%20Manual/BDE/pdf/chap17.pdf
DuPage County, Illinois Healthy Roads Initiative	county	internal directive	03/24/04	Construct a sidewalk or bicycle path where right-of-way is available; Ensure that the new construction project is safe for both the user and the community; Ensure that the new construction project adds a lasting value to both motorized and non-motorized users; couple of aesthetic concerns.	www.dupageco.org/pressDetail.cfm?doc_id=1352

Kentucky Pedestrian and Bicycle Travel Policy	state	internal policy	07/16/02	<p>"The Kentucky Transportation Cabinet (KYTC) will consider the incorporation of pedestrian facilities on all new or reconstructed state-maintained roadways in existing and planned urban and suburban areas."</p> <p>"The Kentucky Transportation Cabinet (KYTC) will consider the accommodation of bicycles on all new or reconstructed state-maintained roadways. KYTC will also consider accommodating bicycle transportation when planning the resurfacing of roadways, including shoulders."</p>	www.kytc.state.ky.us/Multimodal/pdf/Task%20Force%20FINAL%20June%2018_02%20policy%20rec%20to%20Sec%20Codel.PDF
St. Joseph, Missouri bike-ped plan	MPO	plan	07/01/01	<p>"The Department fully considers the needs of non-motorized travelers (including pedestrians, bicyclists and persons with disabilities) in all programming, planning, maintenance, construction, operations and project development activities and products. Adopts best practices from USDOT policy statement."</p>	<p>www.dot.ca.gov/hq/tpp/offices/bike/DD64.pdf</p> <p>Note at: www.calbike.org/acr211.asp you can see the state legislature's August 2002 resolution urging local jurisdictions to adhere to DD-64 and the FHWA guidance document.</p>
Sacramento County, California routine accommodation sales tax initiative	county & all cities in county	tax ordinance, 30-year sales tax	11/02/04	<p>"Bicycle and pedestrian ways shall be established in new construction and reconstruction projects throughout the metropolitan area, unless one or more of three conditions are met."</p>	www.ci.st-joseph.mo.us/publicworks/bpm_asterplan.asp
Columbia, Missouri Model Street Standards	city	ordinance, city council	06/07/04	<p>Subdivision ordinance: new development will include: residential streets 28' wide (instead of 32'), residential sidewalks 5' wide (instead of 4'), major collectors and arterials with 8' or 10' multi-use "pedways" and 6' striped bike lanes or wide shared-use travel lanes. These standards will be applied when streets are rebuilt, whenever possible.</p>	www.gocolumbiamo.com/Council/Bills/2004/apr5bills/B92-04.html
North Carolina DOT Bicycle Policy	state maintained roads; there no county roads in NC	resolution, State DOT	1978 and revised 1991	<p>"...bicycling and walking accommodations shall be a routine part of the North Carolina Department of Transportation's planning, design, construction, and operations activities"</p>	www.ncdot.org/transit/bicycle/laws/laws_resolution.html
Virginia DOT Policy for Integrating Bicycle and Pedestrian Accommodations	state owned roads; jurisdiction over most county roads	internal policy	03/18/04	<p>"The Virginia Department of Transportation (VDOT) will initiate all highway construction projects with the presumption that the projects shall accommodate bicycling and walking."</p>	www.virginiadot.org/infoservice/news/newsrelease.asp?ID=CO-0414

Mid-Ohio Regional Planning Commission Bicycle and Pedestrian Planning Policy: Routine Accommodations 2004	MPO	resolution of MPO with detailed policy	07/22/04	Project sponsors are required to accommodate bicycles and pedestrians in the planning and design of all proposed transportation projects using MORPC-attributable federal funds. Sponsors using local, state, or other federal funds are encouraged to accommodate bicycles and pedestrians in the planning and design of all proposed transportation projects.	www.morpc.org/web/departments/transportation/bikeped/T-15-04_Att_5-Rev_Routine_Accommodation_v2.pdf
Northeast Ohio Areawide Coord. Agency Bike-Ped Planning Policies	MPO	internal policy	09/01/03	"Bicycle and pedestrian ways shall be established in new construction and reconstruction of road and bridge projects unless one or more of four conditions are met."	www.noaca.org/RTIP%202003.pdf page 20 (or page 15 of document)
Oregon Bicycle and Pedestrian Program	state	legislation	01/01/71	Provide footpaths and bike trails as part of road projects; minimum spending of 1 percent of city/county highway funds.	www.odot.state.or.us/techserv/bikewalk/plan_app/366514.htm
Pennsylvania Bicycle & Ped Checklist Training (Appendix J to PennDOT Design Manual)	state	manual, appendix	07/01/01	Developed as part of the statewide Bicycle and Pedestrian Master Plan, the "bicycle and pedestrian checklist" includes a comprehensive listing of the needs of pedestrians and cyclists that should be considered in appropriate transportation projects.	www.mail-archive.com/bike@list.purple.com/msg00613.html
Rhode Island state policy	state	legislation	06/19/97	Law says "department of transportation is authorized and directed to provide for the accommodation of bicycle and pedestrian traffic" design memo says "accommodations for bicyclists and pedestrians shall be considered."	www.rilin.state.ri.us/Statutes/TITLE31/31-18/31-18-21.HTM
South Carolina DOT Resolution	state	resolution, transportation commission	02/20/03	"...bicycling and walking accommodations should be a routine part of the Department's planning, design, construction and operating activities."	www.sccppa.org/advocacy/bike.html
Knoxville, Tennessee MPO Bicycle Accommodation Policy	MPO	plan	10/01/02	"Appropriate bicycle and pedestrian facilities shall be established in new construction and reconstruction projects in all urbanized areas unless one or more of three conditions are met."	www.knoxtrans.org/plans/bikeplan/index.htm
Tennessee DOT Bicycle and Pedestrian policy	state highways	internal policy; DOT directive	01/01/03	"The policy of TDOT is to routinely integrate bicycling and pedestrian facilities into the transportation system as a means to improve mobility and safety of non-motorized traffic."	www.tdot.state.tn.us/bikeroutes/policy.pdf

APPENDIX E

Policy Examples

Example 1: United States Department of Transportation Design Guidance (Accommodating Bicycle and Pedestrian Travel)

1. Bicycle and pedestrian ways shall be established in new construction and reconstruction projects in all urbanized areas unless one or more of three conditions are met:

- Bicyclists and pedestrians are prohibited by law from using the roadway. In this instance, a greater effort may be necessary to accommodate bicyclists and pedestrians elsewhere within the right of way or within the same transportation corridor.
- The cost of establishing bikeways or walkways would be excessively disproportionate to the need or probable use. Excessively disproportionate is defined as exceeding twenty percent of the cost of the larger transportation project.
- Where scarcity of population or other factors indicate an absence of need. For example, the Portland Pedestrian Guide requires “all construction of new public streets” to include sidewalk improvements on both sides, unless the street is a cul-de-sac with four or fewer dwellings or the street has severe topographic or natural resource constraints.

2. In rural areas, paved shoulders should be included in all new construction and reconstruction projects on roadways used by more than 1,000 vehicles per day, as in States such as Wisconsin. Paved shoulders have safety and operational advantages for all road users in addition to providing a place for bicyclists and pedestrians to operate.

Rumble strips are not recommended where shoulders are used by bicyclists unless there is a minimum clear path of four feet in which a bicycle may safely operate.

3. Sidewalks, shared use paths, street crossings (including over- and undercrossings), pedestrian signals, signs, street furniture, public transportation stops and facilities, and all connecting pathways shall be designed, constructed, operated, and maintained so that all pedestrians, including people with disabilities, can travel safely and independently.

4. The design and development of the transportation infrastructure shall improve conditions for bicycling and walking through the following additional steps:

- Planning projects for the long-term. Transportation facilities are long-term investments that remain in place for many years. The design and construction of new facilities that meet the criteria in item 1) above should anticipate likely future demand for bicycling and walking facilities and not preclude the provision of future improvements. For example, a bridge that is likely to remain in place for 50 years might be built with sufficient width for safe bicycle and pedestrian use in anticipation that facilities will be available at either end of the bridge even if that is not currently the case.
- Addressing the need for bicyclists and pedestrians to cross corridors as well as travel along them. Even where bicyclists and pedestrians may not commonly use a particular travel corridor that is being improved or constructed, they will likely need to be able to cross that corridor safely and conveniently. Therefore, the design of intersections and interchanges shall accommodate bicyclists and pedestrians in a manner that is safe, accessible, and convenient.
- Getting exceptions approved at a senior level. Exceptions for the non-inclusion of bikeways and walkways shall be approved by a senior manager and be documented with supporting data that indicates the basis for the decision.

- Designing facilities to the best currently available standards and guidelines. The design of facilities for bicyclists and pedestrians should follow design guidelines and standards that are commonly used, such as the AASHTO Guide for the Development of Bicycle Facilities, AASHTO's A Policy on Geometric Design of Highways and Streets, and the ITE recommended practice Design and Safety of Pedestrian Facilities.

Example 2: Bloomington/Monroe County Metropolitan Planning Organization Complete Streets Policy (Section I: Purpose)

This Complete Streets Policy is written to empower and direct citizens, elected officials, government agencies, planners, engineers, and architects to use an interdisciplinary approach to incorporate the needs of all users into the design and construction of roadway projects funded through Bloomington and Monroe County Metropolitan Planning Organization.

The Complete Streets concept is an initiative to design and build roads that adequately accommodate all users of a corridor, including pedestrians, bicyclists, users of mass transit, people with disabilities, the elderly, motorists, freight providers, emergency responders, and adjacent land users. This concept dictates that appropriate accommodation(s) be made so that all modes of transportation can function safely and independently in current and future conditions. A Complete Streets policy can be adapted to fit local community needs and used to direct future transportation planning. Such a policy should incorporate community values and qualities including environment, scenic, aesthetic, historic and natural resources, as well as safety and mobility. This approach demands careful multi-modal evaluation for all transportation corridors integrated with best management strategies for land use and transportation.

(A) Goals: The goals of this Complete Streets Policy are:

- 1) To ensure that the safety and convenience of all users of the transportation system are accommodated, including pedestrians, bicyclists, users of mass transit, people with disabilities, the elderly, motorists, freight providers, emergency responders, and adjacent land users;
- 2) To incorporate the principles in this policy into all aspects of the transportation project development process, including project identification, scoping procedures and design approvals, as well as design manuals and performance measures;
- 3) To create a comprehensive, integrated, and connected transportation network that supports compact, sustainable development;
- 4) To ensure the use of the latest and best design standards, policies and guidelines;
- 5) To recognize the need for flexibility to accommodate different types of streets and users;
- 6) To ensure that the complete streets design solutions fit within the context(s) of the community.

Example 3: St. Paul, Minnesota Resolution

WHEREAS, the City of Saint Paul strives to be the most livable city in America; and

WHEREAS, livability includes the safe movement of people and goods along all public rights-of-way; and

WHEREAS, Complete Streets is a national movement to design and construct streets for all users, of all ages and abilities, including motorists, freight-haulers, transit users, bicyclists, and pedestrians; and

WHEREAS, there were 454 vehicle/pedestrian and vehicle/bicycle crashes in St. Paul from June 2006 through June 2008, and that among the pedestrians and cyclists involved in these crashes, seniors and children are over-represented; and

WHEREAS, the City of Saint Paul recognizes the health benefits of Complete Streets, which increase the attractiveness and convenience of bicycling and walking, and consequently increase the accessibility of exercise, health, and well-being for Saint Paul residents; and

WHEREAS, Complete Streets are a tool for improving the attractiveness and convenience of transportation modes – such as walking, bicycling, and transit – that reduce St. Paul’s dependence on dwindling supplies of increasingly costly fossil fuels, and thereby also lessen our role in climate change; and

WHEREAS, the City of Saint Paul recognizes the public safety benefits of Complete Streets, where more people walking and bicycling on our streets means more “eyes on the street;” and

WHEREAS, the City of Saint Paul recognizes that one of the competitive advantages of cities is that land uses are in close proximity to one another and people can and do walk and bicycle for transportation, and that Saint Paul places a high value on creating safe environments for people to get from place to place; and

WHEREAS, the newly adopted Transportation Chapter of Saint Paul’s Comprehensive Plan highlights the to “complete the streets” by accommodating and balancing the needs of all users of the transportation system, including pedestrians, cyclists, transit, freight, and motor vehicle drivers, to the extent appropriate to the function and context of the street. The public right of way must account for the safety and convenience of the most vulnerable populations, including children, seniors, persons with disabilities, and those who cannot or do not drive a motor vehicle;” and

WHEREAS, the Saint Paul Department of Public Works already pursues Complete Streets and supports this new policy; and

WHEREAS, the Minnesota Legislature has ordered a study of the benefits, feasibility, and costs of adopting a complete streets policy to be submitted by December 5, 2009 (see SF3223 and HF3800); and

WHEREAS, the Capital city of the State of Minnesota can be a leader for the state, setting a precedent for making streets safe and friendly for users of all kinds; and

NOW, THEREFORE, BE IT RESOLVED that the Saint Paul City Council adopts a Complete Streets policy to be implemented by the Department of Public Works, and adhered to in the process of constructing new streets or reconstructing existing streets in Saint Paul; and

BE IT ALSO RESOLVED that the Council intends for Complete Streets in Saint Paul to be achieved over time, project by project, and drawing on all possible funding sources in order for financial flexibility to assist in implementing Complete Streets; and

BE IT FINALLY RESOLVED that the City Council requests that the Department of Public Works, in consultation with the Department of Planning and Economic Development, complete a study to create guidelines and definitions of “Complete Streets” for different street types in Saint Paul – including residential, parkway, commercial corridor, arterial, etc., for review by the Planning Commission – to be brought back to Council for consideration not later than January 1, 2010.

Example 4: San Francisco's Transit First Policy

(San Francisco City Charter, Section 8A.115) <http://www.sfmta.com/cms/bcomm/3179.html>

The following principles shall constitute the City and County's transit-first policy and shall be incorporated into the General Plan of the City and County. All officers, boards, commissions, and departments shall implement these principles in conducting the City and County's affairs:

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
3. Decisions regarding the use of limited public street and sidewalk space shall encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and shall strive to reduce traffic and improve public health and safety.
4. Transit priority improvements, such as designated transit lanes and streets and improved signalization, shall be made to expedite the movement of public transit vehicles (including taxis and vanpools) and to improve pedestrian safety.
5. Pedestrian areas shall be enhanced wherever possible to improve the safety and comfort of pedestrians and to encourage travel by foot.
6. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.
7. Parking policies for areas well served by public transit shall be designed to encourage travel by public transit and alternative transportation.
8. New transportation investment should be allocated to meet the demand for public transit generated by new public and private commercial and residential developments.
9. The ability of the City and County to reduce traffic congestion depends on the adequacy of regional public transportation. The City and County shall promote the use of regional mass transit and the continued development of an integrated, reliable, regional public transportation system.
10. The City and County shall encourage innovative solutions to meet public transportation needs wherever possible and where the provision of such service will not adversely affect the service provided by the Municipal Railway. (Added November 1999)

PARKING AND TRAFFIC; GOVERNANCE. (San Francisco City Charter, Section 8A.113)

(a) The Agency shall manage the functions of the Department of Parking and Traffic so that the department:

1. Provides priority to transit services in the utilization of streets, particularly during commute hours;
2. Facilitates the design and operation of City streets to enhance alternative forms of transit, such as pedestrian, bicycle, and pooled or group transit (including taxis);

3. Proposes and implements street and traffic changes that gives the highest priority to impacts on public transit, pedestrians, commercial delivery vehicles, and bicycles;
4. Integrates modern information and traffic-calming techniques to promote safer streets and promote usage of public transit; and
5. Develops a safe, interconnected bicycle circulation network.

(b) The Agency shall manage the Parking Authority so that it does not construct new or expanded parking facilities unless the Agency finds that the costs resulting from such construction and the operation of such facilities will not reduce the level of funding to the Municipal Railway from parking and garage revenues under Section 16.110 to an amount less than that provided for fiscal year 1999-2000. (Added November 1999)

Disclaimer:

This Code of Ordinances and/or any other documents that appear on this site may not reflect the most current legislation adopted by the Municipality. American Legal Publishing Corporation provides these documents for informational purposes only. These documents should not be relied upon as the definitive authority for local legislation. Additionally, the formatting and pagination of the posted documents varies from the formatting and pagination of the official copy. The official printed copy of a Code of Ordinances should be consulted prior to any action being taken. For further information regarding the official version of any of this Code of Ordinances or other documents posted on this site, please contact the Municipality directly or contact American Legal Publishing toll-free at 800-445- 5588.

2005 American Legal Publishing Corporation

APPENDIX F

Complete Streets Policy Checklist

Pre-screen: Does the policy require that road projects be designed to accommodate all users? If not, it does not qualify as a complete streets policy.

1. Policy intent:

Is the policy part of a broader goal of providing a complete transportation network for all modes such as through the current strategic plan, transportation system upgrades, new administration's goals, etc.?

2. Policy Coverage:

2a. Does the policy cover motorists, bicyclists, pedestrians, public transportation users, older adults, and disabled users?

2b. Does the policy cover:

-all roads, regardless of responsible agency? (best)

OR:

-roads managed by single agency or roads seeking a specific funding source?

AND/OR:

-roads installed by private developers?

2c. Does the policy cover:

Construction? Reconstruction? Widenings? Other improvements? Repaving? Bridges? Stand-alone retrofit projects?

3. Policy requirements (beyond pre-screen requirement above):

When projects do not meet this standard, is there a formal process for approval of clearly stated exceptions placing the burden of proof on not accommodating all users?

4. Does the policy direct the use of the latest and best design standards?

5. Does the policy set performance standards?

6. Does the policy including a funding mechanism?

7. Implementation

Has the policy resulted in:

restructured procedures?

re-written design manuals or cross-sections?

training sessions for training planners and engineers?

new data collection procedures?

the creation of complete streets?

APPENDIX G

Additional Resources

Accessibility:

National Complete Streets Coalition. “Complete Streets Improve Mobility for Disabled Americans” fact sheet. <http://www.completestreets.org/webdocs/factsheets/cs-disabilities.pdf>

Sanchez, Thomas W., et al. 2007. The Right to Transportation: Moving to Equity. Chicago: Planners Press. www.planning.org/APAStore/Search/Default.aspx?p=3655

Szold, Terry S. 2002. “What Difference Has the ADA Made?” Planning, April, 10-15. www.planning.org/planning/2002/apr/ADA.htm

Aging Populations:

Lynott, Jana, et al. “Planning Complete Streets for an Aging America.” May 2009. AARP Public Policy Institute. Washington, D.C. www.aarp.org/research/housing-mobility/transportation/2009_02_streets.html

Complete Streets Policy Inventory and Evaluation (Appendix A) http://assets.aarp.org/rg-center/il/2009_02_streets_5.pdf

National Complete Streets Coalition. “Complete Streets Improve Mobility for Older Americans” fact sheet. <http://www.completestreets.org/webdocs/factsheets/cs-older.pdf>

Children:

National Complete Streets Coalition. “Complete Streets Help Keep Kids Safe” facetsheet. <http://www.completestreets.org/webdocs/factsheets/cs-children.pdf>

Safe Routes to School National Partnership. 2008. Safe Routes to School Improves the Built Environment. A Report prepared for the Centers for Disease Control. www.saferoutespartnership.org/media/file/SRTS_built_environment_12-08_lo-res.pdf

Communication Tools:

Alliance for Biking & Walking’s free photo library (for use by Alliance member organizations): <http://www.PeoplePoweredMovement.org/site/index.php/photo-library>

Canning, Doyle and Patrick Reinsborough. 2009. Re:Imagining Change. SmartMeme. <http://www.smartmeme.org/section.php?id=86>

National Complete Streets Coalition’s Introduction to Complete Streets PowerPoint: <http://www.slideshare.net/CompleteStreets/complete-streets-presentation>

Smart Meme. “Battle of the Story Worksheet.” <http://www.smartmeme.org/section.php?id=86>

Streetfilms Street Transformation Images: <http://www.streetfilms.org/street-transformations-upper-west-side/>

Complete Streets Basics:

American Planning Association and American Institute of Certified Planners. 2007. Complete Streets. Audio/web conference. **www.planning.org/APAStore/Search/Default.aspx?p=3678**

American Planning Association. Planning Advisory Service. Complete Streets. QuickNotes No. 5. **www.planning.org/pas/quicknotes/pdf/QN5text.pdf**

Dumbaugh, Eric. 2005. "Safe Streets, Livable Streets." *Journal of the American Planning Association* 71 (3): 283-300. **www.informaworld.com/smpp/content~content=a787370026~db=all~order=page**

Ewing, Reid, Keith Bartholomew, Steve Winkelman, Jerry Walters, and Don Chen, 2008. *Growing Cooler: The Evidence on Urban Development and Climate Change*, Urban Land Institute, Smart Growth America, Washington, D.C. **www.planning.org/APAStore/Search/Default.aspx?p=3865**

Handy, Susan, Robert Paterson, and Kent Butler. 2003. *Planning for Street Connectivity: Getting from Here to There*. Planning Advisory Service Report no. 515, Chicago: American Planning Association. **www.planning.org/APAStore/Search/Default.aspx?p=2426**

Handy, Susan. 2002. "You Can Get There from Here." PAS Memo, November.

McCann, Barbara. 2005. "Complete the Streets!" *Planning*, May, 18-23. **www.planning.org/planning/2005/may/completestreets.htm**

McCann, Barbara. 2007. "Complete the Streets for Smart Growth." *On Common Ground*, Summer, 26-31. **[www.realtor.org/smart_growth.nsf/docfiles/summer07_streets.pdf/\\$FILE/summer07_streets.pdf](http://www.realtor.org/smart_growth.nsf/docfiles/summer07_streets.pdf/$FILE/summer07_streets.pdf)**

McCann, Barbara and John LaPlante. 2008. "Complete Streets: We Can Get There From Here." *ITE Journal* 78 (5): 24-28. **www.completestreets.org/webdocs/resources/cs-ite-may08.pdf**

Michigan Complete Streets Coalition. 2010. "Complete Streets Vocabulary." **<http://michigancompletestreets.wordpress.com/resources/complete-streets-vocabulary/>**

Moore, Terry and Paul Thorsnes, with Bruce Appleyard. 2007. *The Transportation/Land Use Connection*. Planning Advisory Service Report 546/547. Chicago: American Planning Association. **www.planning.org/APAStore/Search/Default.aspx?p=3675**

National Complete Streets Coalition. 2008. "Introduction to Complete Streets." PowerPoint presentation. **www.completestreets.org/webdocs/resources/cs-into.ppt**

Steele, Kristen 2010. *Bicycling and Walking in the United States: 2010 Benchmarking Report*. Washington, DC: Alliance for Biking & Walking. **<http://www.PeoplePoweredMovement.org/benchmarking>**

Transportation Alternatives. 2008. Streets to Live By: How livable street design can bring economic, health and quality-of-life benefits to New York City. http://transalt.org/files/newsroom/reports/streets_to_live_by.pdf

Transportation for America and Surface Transportation Policy Project. 2009. Dangerous by Design: Solving the Epidemic of Preventable Pedestrian Deaths (and Making Great Neighborhoods). http://t4america.org/docs/dangerousbydesign/dangerous_by_design.pdf

Complete Streets Campaigns:

Michigan: <http://michigancompletestreets.wordpress.com/>

Minnesota: <http://www.mncompletestreets.org/>

Queens Boulevard Complete Street Campaign (New York, NY): <http://www.streetfilms.org/queens-boulevard-complete-street-campaign-rally/>

Design Considerations:

American Planning Association. 2006. Planning and Urban Design Standards. Hoboken, N.J.: John Wiley & Sons. www.planning.org/APAStore/Search/Default.aspx?p=3088

Bicycle/Pedestrian Considerations

McCann, Barbara. 2007. Inclusive Pedestrian Environments: Resources & Recommendations Project Report. Web-based resource from Project Action and Adaptive Environments. <http://adaptiveenvironments.org/pedestrian/>

New Jersey Bicycle and Pedestrian Resource Center. 2008. Constructing, Maintaining, and Financing Sidewalks in New Jersey. www.njbikeped.org/index.php?module=Downloads&func=prep_hand_out&lid=1513

Rails-to-Trails Conservancy. 2008. Active Transportation for America: A Case for Increased Federal Investment in Bicycling and Walking. www.railstotrails.org/resources/documents/whatwedo/atfa/ATFA_20081020.pdf

U.S. Department of Transportation. Federal Highway Administration. 2008. A Resident's Guide for Creating Safe and Walkable Communities. http://safety.fhwa.dot.gov/ped_bike/ped/ped_walkguide/

Economics:

National Complete Streets Coalition. "Complete Streets Lower Transportation Costs" fact sheet. <http://www.completestreets.org/webdocs/factsheets/cs-individuals.pdf>

National Complete Streets Coalition. "Complete Streets Spark Economic Revitalization" fact sheet. <http://www.completestreets.org/webdocs/factsheets/cs-revitalize.pdf>

National Complete Streets Coalition. "Cost of Complete Streets" fact sheet. <http://www.completestreets.org/webdocs/factsheets/cs-costs.pdf>

Examples and Implementation:

Massachusetts Highway Department. 2006. Project Development and Design Guide. Boston: Massachusetts Highway Department. www.mhd.state.ma.us/default.asp?pgid=content/designGuide&sid=about

Charlotte (North Carolina), City of. 2007. Urban Street Design Guidelines. www.charmeck.org/departments/transportation/urban+street+design+guidelines.htm

Metropolitan Transportation Commission. 2006. Routine Accommodation of Pedestrians and Bicyclists in the Bay Area: Results from Interviews with Transportation Professionals and Recommendations to Encourage Routine Accommodation. Oakland, Cal.: Metropolitan Transportation Commission. http://apps.mtc.ca.gov/meeting_packet_documents/agenda_668/Routine_Accommodation_Ped_Bike_Study_6-06.pdf

Guidelines:

Institute of Transportation Engineers. 2009. Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities: An ITE Proposed Recommended Practice. Washington, D.C.: Institute of Transportation Engineers. www.ite.org/bookstore/RP036.pdf

U.S. Access Board. 1999. Accessible Public Rights-of-Way Guidelines. Washington, D.C.: U.S. Access Board. www.access-board.gov/prowac/guide/PROWGuide.htm

2005 draft guidelines www.access-board.gov/prowac/draft.htm

Public Rights-of-Way www.access-board.gov/prowac/

Sidewalk Accessibility videos www.access-board.gov/prowac/

Victoria Transport Policy Institute. 2009. "Multi-Modal Level-of-Service (LOS)

Indicators." Online TDM encyclopedia. Victoria, B.C.: Victoria Transport Policy Institute. www.vtpi.org/tdm/tdm129.htm

National Organizations:

AARP: www.aarp.org

Alliance for Biking & Walking: www.PeoplePoweredMovement.org

American Planning Association: www.planning.org

National Complete Streets Coalition: www.completestreets.org

National Policy and Legal Analysis Network to Prevent Childhood Obesity (NPLAN): www.nplanonline.org

Safe Routes to School National Partnership: www.saferoutespartnership.org

Public Health

Frank, Lawrence D., James F. Sallis, Terry L. Conway, James E. Chapman, Brian E. Saelens, and William Bachman. 2006. "Many Pathways from Land Use to Health: Associations between Neighborhood Walkability and Active Transportation, Body Mass Index, and Air Quality." *Journal of the American Planning Association* 72 (1) 75-87. www.informaworld.com/smpp/content~content=a787384888~db=all~order=page

Morris, Marya. 2006. Planning Active Communities. Planning Advisory Service Report no. 543/544. Chicago: American Planning Association. www.planning.org/APAStore/Search/Default.aspx?p=3650

National Complete Streets Coalition. "Complete Streets Promote Good Health" factsheet. <http://www.completestreets.org/webdocs/factsheets/cs-health.pdf>

Sallis, James F., and Karen Glanz. 2006. "The Role of Built Environments in Physical Activity, Eating, and Obesity in Childhood." *Future of Children* 16 (1): 89-108. www.futureofchildren.org/information2826/information_show.htm?doc_id=355433

Steele, Kristen 2010. Bicycling and Walking in the United States: 2010 Benchmarking Report. Washington, DC: Alliance for Biking & Walking. <http://www.PeoplePoweredMovement.org/benchmarking>

Public Transit:

Federal Transit Administration & Federal Highway Administration. 2006. Transportation Planning Capacity Building Program Peer Workshop Report: Completing the Streets for Transit: A Planning Workshop. www.planning.dot.gov/Peer/Chicago/chicago_2007.htm

National Complete Streets Coalition. "Complete Streets Make for a Good Ride" fact sheet. <http://www.completestreets.org/webdocs/factsheets/cs-transit.pdf>

Transportation Research Board. National Cooperative Highway Research Program. 2008. NCHRP Report 616: Multimodal Level of Service Analysis for Urban Streets. http://onlinepubs.trb.org/onlinepubs/nchrp/nchrp_rpt_616.pdf

Recently Introduced Legislation:

State of California. Assembly Bill 1358. California Complete Streets Act of 2008. www.leginfo.ca.gov/pub/07-08/bill/asm/ab_1351-1400/ab_1358_bill_20080930_chaptered.pdf

H.R. 1443: Complete Streets Act of 2009 www.govtrack.us/congress/bill.xpd?bill=h111-1443

S. 584: Complete Streets Act of 2009 www.govtrack.us/congress/bill.xpd?bill=s111-584

The Alliance for Biking & Walking thanks the American Planning Association and the National Complete Streets Coalition for help identifying resources listed in this appendix.

For additional resources on complete streets, campaigns, and research to help make your case, visit the Alliance for Biking & Walking's Online Resource Library at www.PeoplePoweredMovement.org/library.

Notes:



How can I help create streets that are inviting to cyclists, pedestrians, transit riders, and people of all ages and abilities?

I want my community to embrace complete streets, but where do I start?

Our nation's transportation system is a death trap for the third of our citizens who do not drive. A full 13% of traffic deaths are bicyclists and pedestrians, yet most roadways are still being built with only motor vehicles in mind.

Pedestrians, bicyclists, motorists, and transit users of all ages and abilities safely and enjoyably travel along and across complete streets. Complete streets policies require safe accommodation of all users. The Alliance for Biking & Walking assists our coalition of over 160 grassroots advocacy organizations to win state, provincial, and local complete streets policies. These local policies can help leverage federal-level policy and together ensure that all transportation projects are complete.

The *Alliance for Biking & Walking's Guide to Complete Streets Campaigns* brings you a blueprint for successfully winning a complete streets policy in your city, region, state, or province. Filled with models from past and current campaigns and tips from advocacy leaders in the field, this *Guide* is an indispensable resource for the new or seasoned advocate working towards complete streets. Although this *Guide* is written especially for bicycling and walking organizations, and nonprofit or advocate promoting complete streets will benefit from the best practice advise and models found here.